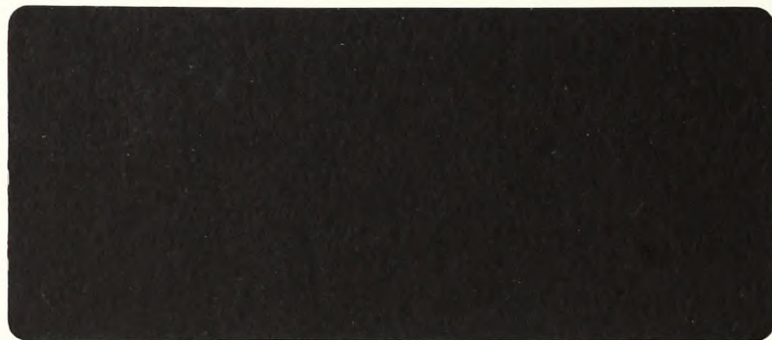




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BUDGET JUSTIFICATIONS, F.Y.

1983



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FISCAL YEAR 1983 BUDGET JUSTIFICATIONS

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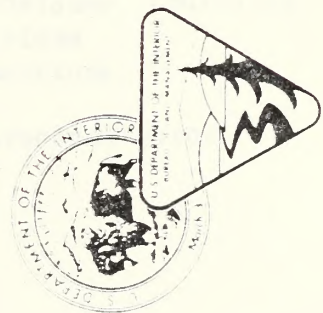
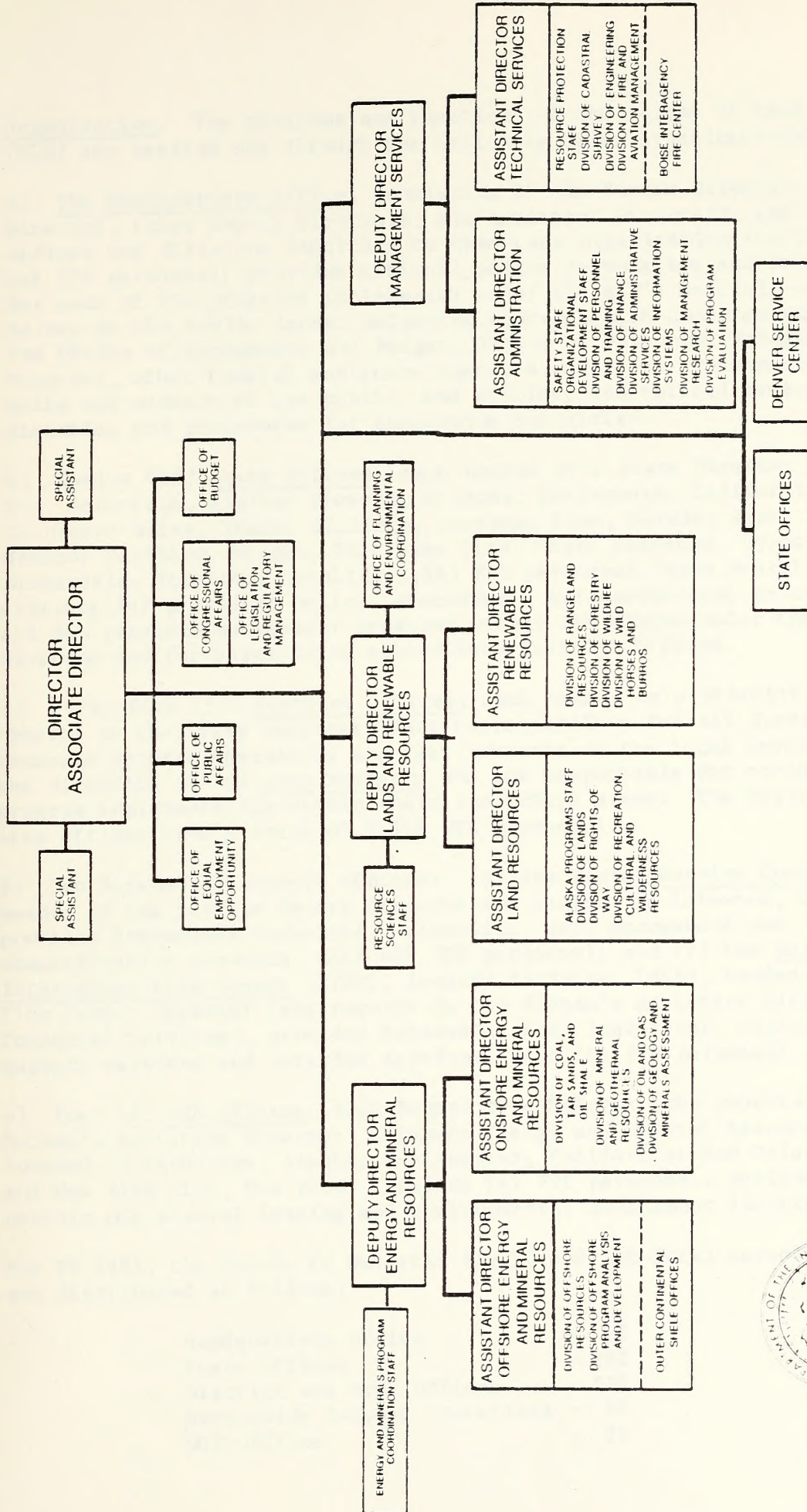
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Organization. The programs and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

- a) The Headquarters Office, consisting of the Bureau Director, Associate Director, three Deputy Directors, six Assistant Directors, and the staff offices and divisions reporting to them (see organization chart), with 568 FTE personnel; provides national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the public lands; maintains contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and state agencies, national organizations, the media and members of the public, and provides centralized administrative direction and procedures for Bureauwide activities.
- b) Twelve (12) State Offices, each headed by a State Director and located in: Anchorage, Alaska; Phoenix, Arizona; Sacramento, California; Denver, Colorado; Boise, Idaho; Billings, Montana; Reno, Nevada; Santa Fe, New Mexico; Portland, Oregon; Salt Lake City, Utah; Cheyenne, Wyoming; and Alexandria, Virginia; totaling 3,065 FTE personnel, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource management programs within the states under their jurisdictions and for supervising subordinate District Offices.
- c) Fifty-five (55) District Offices, each headed by a District Manager who reports to the State Director, have responsibility for all Bureau resource program operations and user contacts at the local level, including the direction of 162 Area Managers who are responsible for on-the-ground program implementation within their respective areas. The District and Area Offices have a total of 5,876 FTE personnel.
- d) Two Bureauwide support offices: (1) the Denver Service Center, headed by the Service Center Director and located in Lakewood, Colorado, provides Bureauwide technical, scientific, data management and administrative services, with 687 FTE personnel; and (2) the Boise Interagency Fire Center (BIFC), located in Boise, Idaho, headed by the BLM Fire Center Director (who reports to the Bureau's Assistant Director, Technical Services), provides Bureauwide fire logistical, training and support services and aviation services, with 211 FTE personnel.
- e) Four (4) OCS Offices, each headed by a Manager (who reports to the Bureau's Assistant Director, Offshore Energy and Mineral Resources) and located in Anchorage, Alaska; Los Angeles, California; New Orleans, Louisiana; and New York City, New York; totaling 241 FTE personnel, perform certain OCS mineral leasing and environmental assessment functions.

For FY 1982, the Bureau is budgeted for 10,648 FTE-Total personnel which are distributed as follows:

Headquarters Office	- 5%
State Offices	- 29%
District and Area Offices	- 55%
Bureauwide Support Operations	- 9%
OCS Offices	- 2%

1. The purpose and function of the Bureau of Land Management (BLM) are to manage the public lands of the United States in a manner that is consistent with the national interest and the needs of the people.

2. The BLM is responsible for the management of the public lands of the United States, including the planning, development, and conservation of these lands. The BLM also has the authority to issue permits for the use of these lands and to enforce the laws that govern their use.

3. The BLM is also responsible for the management of the public lands of the United States in a manner that is consistent with the national interest and the needs of the people. This includes the planning, development, and conservation of these lands, as well as the issuance of permits for their use and the enforcement of the laws that govern their use.

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General Statement

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the Bureau and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 USC 1731).

BLM is responsible for carrying out a full range of programs for the multiple-use management of both surface and mineral resources on approximately 325 million acres of Public Land located in 28 states, including at present, 150 million acres in Alaska. This land estate constitutes about 14 percent of the total land surface of the United States. In addition, BLM administers mineral leasing functions on another 370 million acres of Federal mineral estate which underlies other Federally-administered, state or private ownerships throughout the U.S., and on more than one billion acres of submerged lands on the Outer Continental Shelf (OCS).

The Bureau's primary objective is to manage the public lands under a concept of multiple-use to provide maximum public benefit through attaining the best combination of uses that an area is capable of sustaining. Renewable resources are managed to recognize the Nation's needs for domestic sources of food, fiber, timber and wildlife on a sustained yield basis, and to make significant contributions to national, regional and local economies which depend upon public land resources. Mineral resources are managed to provide a secure domestic source of energy and strategically important nonenergy minerals, to ensure orderly and timely development and to obtain fair market value return to the Federal Government. The public lands also provide many opportunities for human use and enjoyment through recreational, ecological, scientific, and other nonconsumptive activities. The BLM manages the public lands with these interests in mind, as well as with concern for environmental protection, service to the public and provision for public involvement in the development of BLM plans, managerial considerations and regulations.

These programs are carried out through an organization consisting of the Headquarters Office, twelve State Offices, fifty-five District Offices, 162 Area Offices, four OCS Offices and two Bureauwide support offices--the Denver Service Center and the Boise Interagency Fire Center (BIFC).

Statutory Authorities: The Federal Land Policy and Management Act (FLPMA) of 1976 (43 USC 1701 et seq; P.L. 94-579, October 21, 1976) is the basic organic legislation of the Bureau. This Act provides for the management, protection, development, and enhancement of all lands and related resources administered by the Bureau, except those lands located on the Outer Continental Shelf (OCS) and lands held for the benefit of Indians, Aleuts,

and Eskimos. The Public Rangelands Improvement Act of 1978 (43 USC 1901 et seq; P.L. 95-514, October 25, 1978) extends and amplifies the provisions of FLPMA for the multiple-use management of the public rangelands. Management of the public rangelands was first authorized under the Taylor Grazing Act of 1934 (43 USC 315). OCS lands are managed under the authority of the Outer Continental Shelf Lands Act of 1953 (43 USC 1330) as amended and extended by P.L. 95-372, approved in 1978. Onshore public mineral resources are managed under the authority of the Mineral Leasing Act of 1920 (30 USC 181 et. seq.) as further amended and extended by several laws including the Federal Coal Leasing Amendments Act of 1976 (P.L. 94-377); and for locatable hardrock minerals, under the authority of the General Mining Law of 1872 (30 USC 21-54). Forest lands in Western Oregon are managed under the basic authority of the Oregon and California Grant Lands Act of 1937 (43 USC 1181). Many other laws provide specific authority and/or direction to manage either particular resources or special areas of land. The entire body of these laws is the basic operating authority of the BLM.

The following summary compares the 1982 Appropriation enacted to date and the 1983 estimate:

(Dollar amounts in thousands)

<u>Appropriation</u>		<u>FY 1982 Appropriation Enacted to Date</u>	<u>FY 1983 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>	<u>Perm Employ. as of 12/81</u>
Management of Lands and Resources	\$...	355,326	373,527	+18,201	4,421
(Full-Time Equivalent -Total)		(8,618)	(8,693)	(+75)	
Access, Construction and Maintenance	\$...	12,211*	---	-12,211*	159
(FTE-T).		(303)	(---)	(-303)	
Land Acquisition	\$...	3,012*	---	- 3,012*	---
(FTE-T).		(5)	(---)	(-5)	
Construction, Access, and Land Acquisition	\$...	---	2,711	+ 2,711	---
(FTE-T).		(---)	(49)	(+ 49)	
Payments in Lieu of Taxes	\$...	95,520	45,000**	-50,520	2
(FTE-T).		(5)	(5)	(--)	
Oregon and California Grant Lands	\$...	52,788	52,883	+95	761
(FTE-T).		(1,110)	(1,060)	(-50)	

* In the FY 1983 Budget these FY 1982 appropriations are included with the Construction, Access and Land Acquisition schedule.

** FY 1983 appropriations are requested contingent upon the enactment of new legislation.

Range Improvements	\$...	13,226	11,048	-2,178	74
(Indefinite)	(FTE-T).	(223)	(187)	(-36)	
Service Charges, Deposits, and Forfeitures	\$...	9,600	10,000	+400	87
(Indefinite)	(FTE-T).	(114)	(114)	(--)	
Miscellaneous Trust Funds (Current Action)	\$...	100	100	--	--
	(FTE-T).	(--)	(--)	(--)	
Subtotal, Appropriations Requested	\$...	541,783	495,269	-46,514	5,504
	(FTE-T).	(10,378)	(10,108)	(-270)	
<u>Permanent and Trust Funds</u>					
Miscellaneous Permanent Appropriations	\$...	596,699	760,461	+163,762	--
	(FTE-T).	(--)	(--)	(--)	
Miscellaneous Trust Funds (Permanent)	\$...	600	600	--	3
	(FTE-T).	(19)	(19)	(--)	
Other Accounts	(FTE-T).	(251)	(241)	(-10)	142
Budget Authority, Total BLM	\$...	1,139,082	1,256,330	+117,248	
	(FTE-T).	(10,648)	(10,368)	(-280)	5,649

Receipts

The Bureau generates substantial revenues for the U.S. Treasury and to states and counties from the leasing and sale of Federal resources, such as OCS oil and gas, onshore energy and minerals leasing, timber sales, and grazing fees. In Fiscal Year 1983, an estimated \$19.8 billion will be received including \$18.0 billion in offshore oil and gas leasing receipts. BLM costs will be \$1.26 billion (including approximately \$756 million in revenue sharing with state, county, and local governments).

Highlights of the FY 1983 Request

The FY 1983 requested appropriations total \$495,269,000, a decrease of \$46,514,000 from the FY 1982 appropriations of \$541,783,000. In addition, an FY 1982 supplemental appropriation of \$60 million is requested for firefighting expenses occurring in FY 1982 and in FY 1981.

BLM's budget is as complex as its multiple use program mandates and reflects the varied responsibilities that the BLM discharges.

Management of Lands and Resources

The majority of BLM operating programs are funded by the Management of Lands and Resources (MLR) appropriation. The implementation of a Management by Objectives (MBO) system by the Secretary in 1981 has led to the establishment of several goals, objectives, and tasks for BLM to which this budget, and particularly the MLR appropriation request, is responsive.

Objectives established for BLM in the MBO system are:

- ° to develop and implement a policy for management of the public lands which encourages multiple use and local participation in the process before management and policy decisions are made;
- ° to expand opportunities for energy and mineral resource use of public lands through streamlining the leasing process and improving management of energy resources;
- ° to enhance the Environmental Impact Statement (EIS) process to make it a cost-effective and integral part of the decision-making process of the Department of the Interior and enhance the value of EISs to the public; and
- ° to develop and implement a water policy which recognizes state water rights.

Specifically, within the MLR FY 1983 estimate of \$373,527,000, there are proposed funding requests above the base to implement the MBO goals and objectives for the following:

- Increases of \$5,200,000 in onshore energy programs which will permit:
 - ° additional capability for onshore oil and gas post-lease actions resulting from the accelerated level of 1982 leasing to eliminate the lease application backlog on BLM lands by December, 1982, and continue efforts in FY 1983 to eliminate any remaining backlog of leases on non-BLM lands by the end of FY 1984;
 - ° operating a full-scale onshore oil and gas leasing program in Alaska outside the National Petroleum Reserve - Alaska (NPRA);
 - ° establishing a permanent oil shale leasing program by February, 1983; and
 - ° eliminating the geothermal lease application backlog in FY 1983.

- Increases of \$4,050,000 for offshore oil and gas leasing on the Outer Continental Shelf, based on the July, 1981 schedule which increases the number of acres to be leased, and potentially the number of leases to be issued in FY 1983 from approximately 880 under the old schedule to 1,800 under the new schedule, and for additional needed environmental studies.
- Increased funding of \$4,950,000 is requested in lands and realty management to expedite land conveyances and use authorizations outside of Alaska, land conveyances to the State of Alaska and Alaska Natives and processing of energy-related rights-of-way -- tasks of the MBO system.
- Increases of \$1,950,000 to improve the Automatic Lightning Detection System of fire management and \$1,121,000 for improving maintenance of the Bureau roads and facilities.
- Increase of \$800,000 is requested for additional cadastral survey work in Alaska and other states.
- Reductions of \$2,200,000 in the public domain forestry program will be met by targeting forest management activities to the most productive commercial forest lands.
- Decisions on wilderness recommendations -- leading in some cases to a return of lands to multiple use -- will be expedited through the use of a geology-energy-minerals assessment program. Overall costs will be substantially reduced by limiting the coverage and cost of mineral surveys conducted by Geological Survey and the Bureau of Mines, permitting a reduction of \$1,850,000 in this program.
- A reduction of \$1,500,000 in funds for planning reflects streamlining the planning process to reduce the time for plan preparation to 20-24 months, increased use of existing planning bases, and the reduced costs of these changes. Corollary reductions for inventory work are made in a number of subactivities.
- Reductions totaling \$8,500,000 are proposed in the renewable resources management activities of grazing management, wild horse and burro management, soil, water and air management and wildlife habitat management, mainly by reducing the intensities of inventory work, streamlining EIS work, and activity planning while expanding on-the-ground monitoring.
- A reduction of \$2,100,000 will be achieved in the coal program through a decrease in the number of EISs, inventories and technical investigations required.
- A decrease of \$1,739,000 in general administration personnel costs is proposed to offset some uncontrollable increases in Bureauwide fixed costs such as space rental and telephone and postal costs.

Construction, Access, and Land Acquisition

The Bureau has revised its approach to its construction and maintenance activities and land acquisition accounts and has transferred all facilities maintenance and engineering services costs to the MLR appropriation in FY 1983. In place of the separate "Acquisition, Construction and Maintenance," and "Land Acquisition" appropriations, the Bureau is requesting a single appropriation for its capital improvement and land acquisition programs. This appropriation will provide funds for building construction, recreation construction, and transportation construction projects and funds for acquisition of both interests in land and easements for access. The FY 1983 request of \$2,711,000 is a decrease of \$2,928,000 from the comparable FY 1982 amount of \$5,639,000; after the transfer of \$9,584,000 for maintenance and engineering services to MLR. Of the amount requested for FY 1983, \$468,000 is requested to be appropriated from the Land and Water Conservation Fund.

Payments in Lieu of Taxes

An FY 1983 appropriation of \$45,000,000 -- the same level as requested for FY 1982 -- will be requested for Payments in Lieu of Taxes contingent upon the passage of new legislation.

Oregon and California Grant Lands

In FY 1982, the Congress made a direct appropriation of funds for the Oregon and California Grant Lands in place of the previous indefinite receipt limitation account. This action eliminated the uncertainty associated with trying to manage these important commercial timber lands on the basis of current income receipts, during a time when housing starts were declining and lumber prices were falling, thus reducing the amount of timber cut and the consequent receipts. For FY 1983, the Bureau proposes to continue the practice of requesting a direct appropriation. The amount requested is \$52,883,000, an increase of \$95,000 over the FY 1982 enacted amount.

This amount will provide a continuing program of timber sales, timber management, reforestation, protection, and other resource management actions as well as construction, easement acquisition and maintenance of facilities on the O&C Grant Lands and Coos Bay Wagon Road Lands of Western Oregon. Planned timber sales for 1983 are 1.1 billion board feet, with an estimated value of \$232 million.

Range Improvements

This fund is an indefinite receipt limitation appropriation derived from 50 percent of the grazing receipts collected during the prior year under the provisions of Sections 3 and 15 of the Taylor Grazing Act of 1934. The FY 1983 estimate of \$11,048,000 is a decrease of \$2,178,000 from the FY 1982 estimate, because of a reduction in the 1982 grazing fee from \$2.31 to \$1.86 per animal unit month (AUM) according to the formula established by law.

Service Charges, Deposits and Forfeitures

Under the provisions of the Federal Land Policy and Management Act of 1976, administrative expenses and other costs related to processing applications for rights-of-way, other land use authorizations, conveyances of Federal mineral interests under private lands, adoptions of wild horses and burros by private cooperators, and repairs to damaged property can be recovered from the applicants through service charges, deposits of funds and forfeitures of performance bonds. The FY 1983 estimate is \$10,000,000, an increase of \$400,000 over FY 1982 based on projections of increased activities for services covered under this account.

Miscellaneous Trust Funds

Section 307 of FLPMA authorizes the Bureau to accept contributions for costs of certain conveyances of omitted lands and for resources management projects, provided that the amounts are appropriated. The estimate for amounts requiring current appropriation is \$100,000 for FY 1983. In addition, other contributions are permanently appropriated for range improvements and land survey work.

Miscellaneous Permanent Appropriations

A number of statutes provide that a specified percentage of the revenues generated by the sale of public lands, mineral resources and surface resource products be shared with states or counties within which the revenue was generated. These amounts are permanently appropriated under the terms of these laws. The estimated amount of funds to be paid to states and counties under these appropriations in FY 1983 is \$756,461,000, an increase of \$162,792,000 over the current estimate for FY 1982. The increase results from both increased mineral leasing and sale activity, especially of onshore oil and gas, and higher prices received for the resources sold. In addition, there is also a permanent appropriation provided for expenses of road maintenance, derived from road users' deposits. The FY 1983 estimate for this account is \$4,000,000, an increase of \$1,000,000 over FY 1982 from increased road users' fees collected.

Authorizations

Section 318 of FLPMA (43 USC 1748(b)) requires reauthorization of BLM appropriations for Management of Lands and Resources; Construction, Access and Land Acquisition; and Payments in Lieu of Taxes every four years. The current authorization (P.L. 95-352) provides such authorizations through FY 1982; appropriations for FY 1983 and beyond will require the enactment of new authorizations.

Appropriation/Activity/Subactivity Change Crosswalk
(in thousands of dollars)

Format of FY 1982 Appropriation		Format of FY 1983 Budget	
Appropriation/Activity/Subactivity		Appropriation/Activity/Subactivity	
Amount		Amount	
<u>Management of Lands and Resources</u>			
7. Administration & Law Enforcement		7. Technical Services	13,018
A. Law Enforcement	2,004	A. Resource Protection	2,004
8. General Administration	78,643	B. Maintenance & Engineering Svs.	11,014
<u>Acquisition, Construction, & Maintenance</u>		8. General Administration	78,643
1. Construction and Acquisition	3,389	<u>Construction, Access, and Land Acquisition</u>	
A. Building Construction	444	1. Construction	718
B. Recreation Construction	589	A. Building Construction	258
C. Transportation Construction	831	B. Recreation Construction	460
D. Acquisition	1,525	C. Transportation Construction	---
2. Maintenance	9,868	2. Access	1,525
A. Building	3,265		
B. Recreation Facilities	3,610		
C. Transportation Facilities	2,990		
D. Other Facilities	---		
Total, AC&M	13,257		
<u>Land Acquisition</u>	468	3. Land Acquisition	468
		Total	2,711

Bureau of Land Management
Appropriation/Activity Change Crosswalk

Several changes have been made in the appropriation and activity structure of BLM accounts.

First, a change has been made to concentrate the major operating costs financed by the direct appropriations in the "Management of Lands and Resources" (MLR) appropriation by transferring the facilities maintenance programs and engineering services associated with construction projects from the old "Acquisition, Construction and Maintenance" (AC&M) appropriation to MLR. This would leave mainly capital investment costs in the old AC&M appropriation.

Second, in the FY 1982 appropriation for MLR, the Congress required the establishment of a General Administration activity which would consolidate most of the Bureau's general administration costs which previously had been funded from various accounts such as the General Administration subactivity of the Administration and Enforcement activity, the old Common Program Services assessment account, and assessments from the AC&M appropriation and the O&C Grant Lands appropriation. This action, besides establishing the new General Administration activity, left the old Law Enforcement subactivity as a separate new activity, called Resource Protection.

For FY 1983, with transfer of Maintenance and Engineering Services to MLR, we are establishing a new activity, called "Technical Services" with two subactivities "Resource Protection" and "Maintenance and Engineering Services" to accommodate the above mentioned changes. These two programs form a natural activity grouping since program direction for both law enforcement and engineering programs falls under the responsibility of the Bureau's Assistant Director, Technical Services. It also provides for a less complex budget structure than if they were maintained as separate activities.

Third, within the MLR appropriation, we are making a shift in the base by moving the Mining Claim Recordation program from the Lands and Realty Management activity to the Energy and Minerals Management activity, Non-Energy Minerals-Onshore subactivity, since the program is most directly related to the other functions covered by the mining law administration element of that subactivity.

Finally, in FY 1982, the Congress established a new appropriation called "Land Acquisition." This program is closely parallel to the access acquisition program included in the old AC&M appropriation and is a capital investment program. For FY 1983, the Bureau proposes to combine the "Land Acquisition" appropriation with the Access Acquisition, and Construction programs of the old "AC&M" appropriation into a single new appropriation called "Construction, Access, and Land Acquisition."

REPORT OF THE COMMISSIONER OF THE GENERAL LAND OFFICE
FOR THE YEAR 1900

Several suggestions have been made for the improvement of the land office, and the following are the results of the investigation.

First, a change has been made in the organization of the land office, and the duties of the various departments have been re-arranged. The land office is now divided into three main departments, the Survey, the Conveyance, and the Finance. The Survey department is responsible for the surveying of land, the Conveyance department for the conveyance of land, and the Finance department for the management of the land office's finances.

Second, it has been suggested that the land office should be placed under the control of the Home Office, and that the duties of the various departments should be re-arranged. This suggestion has been adopted, and the land office is now under the control of the Home Office. The duties of the various departments have also been re-arranged, and the land office is now more efficient than ever before.

Third, it has been suggested that the land office should be placed under the control of the War Office, and that the duties of the various departments should be re-arranged. This suggestion has been rejected, and the land office remains under the control of the Home Office. The duties of the various departments have also remained the same.

Fourth, it has been suggested that the land office should be placed under the control of the Admiralty, and that the duties of the various departments should be re-arranged. This suggestion has been rejected, and the land office remains under the control of the Home Office. The duties of the various departments have also remained the same.

Fifth, it has been suggested that the land office should be placed under the control of the Navy, and that the duties of the various departments should be re-arranged. This suggestion has been rejected, and the land office remains under the control of the Home Office. The duties of the various departments have also remained the same.

RECEIPTS BY SOURCE

The following table shows actual receipts of the Bureau of Land Management for Fiscal Years 1979, 1980, and 1981, and estimated receipts for Fiscal Years 1982 and 1983.

	<u>Actual 1979</u>	<u>Actual 1980</u>	<u>Actual 1981</u>	<u>Estimated 1982</u>	<u>Estimated 1983</u>
Sales, Public Land & Materials	9,240,000	7,756,000	4,829,000	^{3,599} 7,000,000	7,000,000
Fees and Commissions	39,730,000	28,594,000	43,831,000	^{4,427,619} 130,900,000	187,500,000
Mineral Leasing ^{a/}	453,514,000	682,124,000	821,990,000	^{1,169} 1,361,700,000	1,297,000,000
Mineral Leasing, Outer Continental Shelf	3,267,377,000	4,100,871,000	10,137,982,000	^{6,242,619} 7,900,000,000	18,000,000,000
Grazing Fees	19,877,000	24,602,000	24,884,000	20,593,000	21,065,000
Rights-of-Way Leases	869,000	899,000	588,000	831,000	831,000
Timber Sales	218,208,000	216,110,000	215,744,000	^{87,400} 243,950,000	261,300,000
Miscellaneous Receipts	<u>10,178,000</u>	<u>18,325,000</u>	<u>29,578,000</u>	<u>14,978,000</u>	<u>16,367,000</u>
TOTAL	4,018,993,000	5,079,281,000	11,279,426,000	9,679,952,000	19,791,063,000

a/ Includes Mineral Leasing receipts collected by BLM and transferred to other agencies.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1981

State	Sale of Public Land and Timber	Mineral Leases and permits	Forage Receipts			Total
			Outside Taylor Grazing Districts	Inside Taylor Grazing Districts	Other	
Alabama.....		36,483				36,483
Alaska.....	3,198	18,796,395				18,799,593
Arizona.....	2,063	4,801,897	158,183	113,448		5,075,591
Arkansas.....		282,541				282,541
California.....	49,695	24,634,478	186,826	36,927		24,907,926
Colorado.....	13,743	24,939,219	68,279	127,660		25,148,901
Florida.....		165,305				165,305
Idaho.....	18,425	3,283,901	45,988	327,378		3,675,692
Kansas.....		668,764	144			668,908
Louisiana.....		611,610				611,610
Michigan.....		53,899				53,899
Mississippi.....		38,883				38,883
Montana.....	8,465	13,109,578	187,167	181,564	203,787	13,690,561
Nebraska.....		147,821	1,543			149,364
Nevada.....	47,018	10,291,216	43,417	535,284		10,916,935
New Mexico.....	9,551	128,127,079	273,201	386,830	13,992	128,810,653
North Dakota.....		4,093,521	10,014			4,103,535
Oklahoma.....		2,238,939	347			2,239,286
Oregon.....	580,924	1,083,740	60,399	269,796	97,806,560	99,801,419
South Dakota.....	2,594	751,464	95,330			849,388
Utah.....	29,370	21,391,026		263,673		21,684,069
Washington.....	8,079	47,808	31,750			87,637
Wyoming.....	49,019	119,955,519	542,336	332,322		120,879,196
Total.....	822,144	379,551,086	1,704,924	2,574,882	98,024,339	482,677,375

MANAGEMENT OF LANDS
& RESOURCES

Appropriation Summary Statement

Appropriation: Management of Lands and Resources

The Management of Lands and Resources appropriation, the largest of BLM's five major operating appropriations, provides for a variety of functions necessary to develop, manage, and protect the public lands and resources under the Bureau's jurisdiction. These functions include energy and minerals management, lands and realty management, renewable resource management, planning and data management, cadastral survey, firefighting and rehabilitation, technical services, and general administration. The FY 1983 estimate is \$373,527,000, an increase of \$18,201,000 over the FY 1982 appropriation enacted to date.

1. Energy and Minerals Management includes the leasing of coal, oil and gas, geothermal resources, oil shale, tar sands and nonenergy minerals; the assessment of the environmental impacts of proposed minerals development; and the implementation of measures to mitigate any adverse environmental effects.
 - A. Energy Onshore programs provide for additional post-leasing capability and issuance of 30,000 onshore oil and gas leases in FY 1983; eliminating the backlog of lease applications for BLM lands by December, 1982, and continuing the accelerated effort to reduce the backlog of offers for non-BLM lands in FY 1983 to eliminate it entirely by FY 1984; issuance of competitive and noncompetitive geothermal leases, 600 additional simultaneous noncompetitive geothermal leases and increasing post-lease activities; holding a prototype oil shale lease sale in March 1983; establishing a permanent oil shale leasing program, and issuance of leases under the permanent program by March 1984; processing applications for conversion of existing oil and gas leases in special tar sands areas to combined hydrocarbon leases under new legislative authority; and continuation of the tar sands leasing program with the goal of holding the first lease sale by FY 1984. The FY 1983 coal program will include two competitive coal lease sales and maintain efforts for future coal lease sales, but reduce the number of technical investigations, environmental impact statements and inventories planned.
 - B. Energy Offshore provides for streamlining and expanding OCS oil and gas leasing under the Secretary's five-year Offshore Oil and Gas Leasing program of July 1981; holding nine sales and expecting to issue 1,800 leases in FY 1983; and for performing the necessary offshore environmental studies to support OCS leasing decisionmaking.
 - C. Nonenergy Minerals Onshore provides for leasing of certain nonenergy minerals, such as phosphate and potash; the sale of common variety materials; and the administration of programs relating to mining on the public lands, such as regulations to protect surface values from undue degradation, recordation of mining claims, and issuance of mineral patents.

2. Lands and Realty Management includes granting land use authorizations in support of energy production facilities and energy transmission and distribution lines as well as for other uses requiring the occupancy or transfer of public lands; processing applications for transfer of public lands for use by other Federal agencies, state and local governments, and private individuals; withdrawal review; processing withdrawal restorations and revocations; maintenance of the official public land records; and unauthorized use abatement. The program provides for disposal and exchange of land through a variety of mechanisms where there is a demonstrated need to be served and where the action is in the national interest and consistent with land use planning.

The FY 1983 realty programs will emphasize processing an additional 880 right-of-way applications related to energy development and transmission projects; processing 730 additional land cases involving State in-lieu Selections, Forest Service/BLM boundary adjustments, Navajo-Hopi land transactions and others; reducing the casework backlog; and in Alaska, processing an additional 2,380 native allotments to provide accurate exclusion of these pre-existing rights from conveyances under the Alaska Native Claims Settlement Act and the Alaska Statehood Act, and implementation of various provisions of the Alaska National Interest Lands Conservation Act.

In withdrawal review and processing, the FY 1983 program reflects a change of emphasis and streamlining of the process of reviewing withdrawals under the jurisdiction of other Federal agencies, yet continuing to complete the required review of existing public land withdrawals by the statutory deadline of 1991.

3. Renewable Resources Management includes forest management; range management; soil, water and air management; wildlife habitat management; recreation management; and fire management. These activities provide for the development, utilization, protection, preservation and sustained yield management of the natural resources on the public lands.
 - A. The Forest Management program provides for the management, development, protection, and sustained yield of timber products on more than 2.1 million acres of public domain commercial forest land. The 1983 sales objective is 97 million board feet. For all forest products, the estimated sale value is \$19.7 million. Forest management and development activities will be reduced in marginal timber producing areas, and in the level of inventory and environmental assessments because of completion of the major portion of the workload in prior years.
 - B. The Range Management program provides for the management of livestock grazing for 5.6 million cattle, sheep, and horses on about 170 million acres of public rangeland and for management of wild horses and burros on the public lands.

- (1) In FY 1983, the Grazing Management program element will place greater emphasis on use supervision and multi-year monitoring of range condition rather than on intensive, single-year inventories before deciding if livestock adjustments are needed. The program will continue to emphasize compliance with the court-ordered schedule for environmental impact statements. Over a three-year period, costs for maintenance of range improvements will be shifted to livestock operators, consistent with a new policy on the use of range improvement funds. The new policy provides for the distribution of available appropriated funds in a manner which will achieve the most cost-efficient use of funds by concentrating their expenditure in those areas where grazing management action is needed to protect the basic resources, resolve resource conflicts, and produce maximum economic return on funds invested.
 - (2) Wild Horse and Burro Management ensures viable populations of healthy free-roaming wild horses and burros; the control of populations to prevent deterioration of range conditions; the humane care and treatment of animals through an adoption program; and the humane and efficient destruction of excess animals for which no adoption demand exists. The FY 1983 program will reduce the number of animals removed from the rangeland by 1,900, complete ongoing wild horse and burro research, and make a report to Congress on the research.
- C. Soil, Water, and Air Management includes such activities as stabilizing soils; improving water and air quality through land treatment or development of facilities; maintaining structures and facilities; identifying and protecting water rights for public land uses; and gathering soil/vegetative data necessary to make management decisions on grazing, timber, and energy development. The FY 1983 program will reduce soil and water inventories while still providing the minimum level needed to meet the grazing EIS schedule and energy leasing goals.
- D. Wildlife Habitat Management includes activities for the protection, management, and improvement of fish and wildlife habitats for all species dependent totally or partially on public lands for food and shelter; for cooperative management with other Federal and state wildlife agencies responsible for species management; and the protection and management of habitat for 1,366 threatened, endangered and sensitive species of fish, wildlife, and plants.
- E. Recreation Management includes the activities that allow the public lands to be used for a wide variety of outdoor recreation purposes, the protection, interpretation and management of historic and archaeological sites, and wilderness management. User fees will be charged for additional specified recreation areas and events.

- (1) Cultural Resources and Natural History Management focuses on protection, management and inventory of archaeological, cultural and natural history resources on public lands. FY 1983 program goals include reducing processing time on about 377 archaeological investigation permits from 3 to 4 months to one month, intensively managing 48 significant cultural property areas, providing protection/stabilization work on 139 threatened cultural and national historic sites and providing interim protection on about 1,000 sites and areas.
- (2) Wilderness Management includes major efforts on wilderness studies which will serve as the basis of the Secretary's report to the President on proposed wilderness designation recommendations. A mineral survey will be performed on each area found suitable for designation to determine the values of any minerals that may be affected if the area is designated. Congress will make the actual designations by law based on the President's recommendations as well as the recommendations of other interested groups and individuals. The FY 1983 program proposes to increase the efficiency of mineral surveys by reducing survey intensity to a more cost effective level, restricting them only to those areas found suitable for wilderness designation and using mineral assessments as part of the BLM planning and study process.
- (3) Recreation Resource Management focuses on three national conservation areas (including the California Desert), one national recreation area, over 100 areas where recreation use is heavily concentrated, and along 10 national wild and scenic rivers and 20 nationally designated trails. Less intensive management allows an equally significant amount of recreation to be provided for an additional 52 rivers (over 4,000 miles), and more hunting and off-road vehicle (ORV) opportunities than are administered by any other Federal or state agency. The FY 1983 program includes ORV implementation on an estimated 24 million acres, with additional designations on 2 million acres, protecting 113 special recreation areas and issuing 4,000 recreation permits of all types.

F. Fire Management includes activities for developing fire techniques such as prescribed burning as a tool for resource management and for developing methods to prevent and suppress fires to minimize loss of resources from wildfires. The FY 1983 program proposes an increase to purchase equipment to improve the Automatic Lightning Detection System which aids in reducing wildfire damages and firefighting costs through improved initial attack capability.

4. Planning and Data Management includes land use planning and automated data management.
 - A. Planning provides for the development of land use plans to provide a basis for decisions for energy and mineral production, rangeland management, timber production, and wilderness studies, as well as resolve conflicts involving wildlife habitat, recreation, cultural resources, and other natural resources. The FY 1983 program proposes a reduced planning effort made possible by cost savings from streamlining procedures and regulations and by increased reliance on existing plans.
 - B. Data Management also supports Bureau programs through the development and operation of automated systems for acquiring, storing, using, and disseminating data required for all aspects of the agency's programs, including both administration and natural resource management. FY 1983 increases for Data Management support energy program efforts through development of appropriate application packages and for additional equipment maintenance, leases, and telecommunication costs; and purchase of a graphics minicomputer system.
5. Cadastral Survey includes the identification of land boundaries and legal property descriptions to facilitate both BLM's land management programs and the needs of other Federal land managing agencies. During the budget year an estimated 5,055,000 acres will be surveyed in Alaska and other States.

In Alaska, surveys are performed on lands selected by the State for transfer under the Alaska Statehood Act; for Native townsites and Native allotments, for entitlements under the Alaska Native Claim Settlement Act; and for other special purposes. The FY 1983 program for Alaska will survey an additional 65 native allotment inholdings to expedite conveyances to Natives by support of adjudication and field examinations.

Surveys in the other States identify land boundaries that are prerequisite to resource management activities and decisions. This involves some new surveys but mostly resurveys to reestablish boundaries and obliterated boundary markers. The FY 1983 program for these states will survey an additional 35,000 acres for land operations to accelerate resolution of occupancy trespass, and 45,000 acres for energy development purposes.

6. Firefighting and Rehabilitation includes activities for protecting public lands and their natural resources and other values from loss or depletion due to wildfires. Based on a 10-year annual average of 1.2 million acres burned, fires result in resource damages averaging \$17.2 million each year. Firefighting and rehabilitation costs are anticipated to exceed the amount appropriated for this function in 1982. An FY 1982 supplemental appropriation of \$60 million is requested to cover costs already incurred in FY 1981 and FY 1982. Emphasis in FY 1983 will be directed toward holding a larger number of fires in higher value classes down to 10 acres or less.

7. Technical Services is a new activity established for FY 1983 to include resource protection and maintenance and engineering services, the latter functions being transferred from the old "Acquisition, Construction and Maintenance" appropriation.
- A. Resource Protection provides for enforcement of laws and regulations governing the management, use, and protection of public lands through cooperative agreements with state, local, and Federal law enforcement agencies; Federal special agents, and a uniformed ranger force in the California Desert. The FY 1983 program will put additional cooperative agreements into effect and increase BLM's capability to investigate theft and unauthorized use cases.
- B. Maintenance and Engineering Services provides essential maintenance and engineering services to other Bureau programs. Maintenance includes activities for the care and upkeep of BLM facilities, such as buildings, roads, trails, and developed and undeveloped recreation sites. The primary objectives are to protect the public's investment in these capital improvements, to correct actual and potential health and safety hazards, and to improve services to the public. Engineering services include survey and design, specifications writing, contract administration, construction cost estimating, maintenance scheduling, transportation system management, facility evaluation, and sign shop operations. The FY 1983 program provides an increase of \$1,121,000 to improve maintenance capability for upkeep of BLM facilities, and an increase of \$176,000 for additional engineering services expertise.
8. General Administration includes executive direction and management, the Equal Employment Opportunity Program, and administrative services such as financial management, personnel management, safety, budget and program development, procurement, property management, records and directives, program evaluation, legislation and regulations management, congressional liaison, and information and public participation. Bureauwide fixed costs including space leasing, mail, communications, household moves for transfer of duty stations, and unemployment and worker's compensation are also funded under General Administration. The FY 1983 program proposes a decrease in administrative support personnel to offset some uncontrollable increases in the fixed costs accounts.

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

"Management of Lands and Resources"

Addition: "including maintenance of facilities"

This change reflects the proposed transfer of maintenance costs to the Management of Lands and Resources appropriation. The transfer, which includes maintenance of buildings, recreation facilities, and roads and trails, is proposed because these activities are operating costs. The resulting appropriation, therefore, more accurately reflects operating costs; and the "Construction, Access, and Land Acquisition" account is more limited to capital improvements and investments.

Deletion: "Administrative expenses associated with the management of funds provided under the heads 'Oregon and California Grant Lands' and 'Acquisition Construction, and Maintenance.'"

This language was necessary in FY 1982 to make the Congress' intent clear when it established the General Administration activity. However, the reference to "Acquisition, Construction, and Maintenance" is obsolete with the proposal of a new appropriation, and deletion is proposed in favor of the simpler language that follows.

Addition: "the general administration of the Bureau of Land Management"

This proposed language provides for the continuation of the general administration activity established in FY 1982 (from Common Program Services and General Administration in "Management of Lands and Resources" and specified amounts from the "Oregon and California Grant Lands" and "Acquisition, Construction, and Maintenance" appropriations). It replaces the language above; no change in the activity or in its funding is intended by the change in the language.

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Administrative Provisions

Deletion: Provided further, That none of the funds provided in this Act to the Bureau of Land Management may be expended to determine suitability or nonsuitability for wilderness or for any wilderness study area designation as directed in 43 U.S.C. 1782 of the Federal Land Policy and Management Act of the lands withdrawn by the Executive Order numbered 3767 of December 19, 1922, to be used by the United States Department of Agriculture for a sheep experiment station.

This provision should be deleted because Section 1447 of the Agricultural and Food Act of 1981 (P.L. 97-98) transferred sole jurisdiction of the lands above from the Secretary of the Interior to the Secretary of Agriculture. Subsequently, BLM has deleted consideration of the approximately 45,103 acres withdrawn by Executive Orders 3767, 2491, and 3165. BLM will initiate the wilderness review of the Centennial Mountains Primitive Area and other public lands contiguous to the sheep environmental station in Fiscal Year 1982.

BUREAU OF LAND MANAGEMENT
Summary of Requirements
(Dollar Amounts in Thousands)

Summary of adjustments to base and built-in changes:	FTE	Amount	FTE	Amount
Appropriation enacted to date, 1982.....			8,618	\$355,326
Adjustments to base and built-in changes:				
Transfer from Lands and Realty Management.....	- 63	-1,800		
to Nonenergy Onshore.....	+ 63	+1,800		
Transfer of Maintenance and Engineering Services from Acquisition, Construction and Maintenance.....	+267	+9,584		
FY 1983 Allowance for Annualization of FY 1982 Pay Cost.....		+3,730		
Subtotal, adjustments to base.....			+267	+ 13,314
Other Increases:				
Employee Compensation Fund.....	---	+ 764		
GSA space cost increases.....	---	+2,375		
Subtotal, other increases.....			---	+ 3,139
1983 Base.....			8,885	371,779

	1981 Actual		1982 Appropriation Enacted to Date		1983 Base		1983 Estimate	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Comparison by activities:								
1. Energy and Minerals Mgmt.								
A. Energy Onshore.....	786	47,264	1,008	41,159	1,008	41,672	1,085	44,772
B. Energy Offshore.....	206	58,354	288	39,738	288	39,900	343	43,950
C. Nonenergy Onshore.....	202	9,401	248	7,782	311	9,729	311	10,179
Subtotal.....	1,194	115,019	1,544	88,679	1,607	91,301	1,739	98,901
2. Lands and Realty Mgmt.								
A. Lands & Realty Mgmt. Subtotal..	935	35,294	1,124	32,363	1,061	31,088	1,111	35,638
3. Renewable Resources Mgmt.								
A. Forest Management.....	203	9,310	217	8,170	217	8,251	172	6,051
B. Range Management.....	1,068	48,790	1,098	40,986	1,098	41,481	1,028	36,581
C. Soil, Water, & Air Mgmt.....	317	20,599	340	16,932	340	17,072	295	14,772
D. Wildlife Habitat Mgmt.....	395	10,901	370	14,778	376	14,942	346	13,642
E. Recreation Management.....	447	22,837	453	23,818	453	24,025	448	21,975
F. Fire Management.....	155	9,520	273	7,153	273	7,284	278	9,234
Subtotal.....	2,585	129,957	2,757	111,837	2,757	113,055	2,567	102,255
4. Planning and Data Mgmt.								
A. Planning.....	355	14,897	248	8,544	248	8,631	183	7,131
B. Data Management.....	234	16,335	233	11,900	233	12,010	233	12,910
Subtotal.....	589	31,232	481	20,444	481	20,641	416	20,041
5. Cadastral Survey								
A. Cadastral Survey Subtotal.....	433	26,012	479	19,254	479	19,481	479	20,281
6. Firefighting & Rehab.								
A. Firefighting & Rehab. Subtotal.	967	41,118	911	4,560	911	4,560	812	4,750
7. Technical Services								
A. Resource Protection.....	18	1,247	24	1,542	24	1,554	26	2,004
B. Maintenance & Engineering Services.....	--	--	--	--	267	9,717	282	11,014
Subtotal.....	18	1,247	24	1,542	291	11,271	308	13,018
8. General Administration								
A. General Administration Subtotal	337	5,357	1,298	76,647	1,298	80,382	1,261	78,643
9. Common Program Services								
A. Subtotal.....	1,242	(64,021)	--	--	--	--	--	--
TOTAL REQUIREMENTS.....	8,300	385,236	8,618	355,326	8,885	371,779	8,693	373,527

Justification of Adjustments to Base and Built-in Changes
(Dollar Amounts in Thousands)

	<u>FTE</u>	<u>Amount</u>
<u>1. Transfers:</u>		
a. From Nonenergy-Related Realty	---	- 1,800
To Mining Law Administration.....	---	+ 1,800
b. To Technical Services, MLR from Construction, Access and Land Acquisition.....	+267	+ 9,584
Subtotal, Transfers.....	+267	+ 9,584
<u>2. Other Increases:</u>		
a. Increase for 1983 allowance for annualization of FY 1982 pay cost.....	---	+ 3,730
b. Increase for employee injury compensation payment.....	---	+ 764
c. Increase for standard level user charges, consolidation of all appropriation accounts...	---	+ 2,375
Subtotal, Other Increases.....	---	+ 6,869
Total Adjustments.....	267	16,453

Explanation of Transfers:

- a. The Mining Claim Recordation program is moved from the Lands and Realty Management activity to the Energy and Minerals Management Activity, Nonenergy Onshore subactivity, since the program is most directly related to the other functions covered by the mining law administration element of that subactivity. The total dollar transfer required for FY 1983 is \$1,800,000.
- b. The transfer of Maintenance and Engineering Services to Management of Lands and Resources has established a new activity, Technical Services, which includes two subactivities, Resource Protection and Maintenance and Engineering Services. These two programs form a natural activity grouping since program direction for both law enforcement and engineering programs falls under the responsibility of the Bureau's Assistant Director, Technical Services. A total of 267 FTE's and \$9,584 is transferred for FY 1983.

Explanation of Increases:

- a. An additional \$3,730,000 is required in 1983 to cover the full-year cost of the 1982 pay increase.
- b. The increase in repayment to Employee's Compensation Fund (\$764,000) is the result of higher costs in 1981 than in 1980. The 1981 charges will be reimbursed to the Department of Labor Employees' Compensation Fund in 1983 pursuant to P.L. 86-767.
- c. The GSA conducted a Fair Annual Rental (FAR) appraisal for 1983 which resulted in increases over the 1982 rates. The FAR estimate of \$21,559,000 for 1983 rent payments to GSA was subtracted from the 1982 estimate of \$19,184,000 for rent payments to GSA for an increase of \$2,375,000.

Justification of Program and Performance

Activity: 1. Energy and Minerals Management
Subactivity: A. Energy Onshore

(dollar amounts in thousands)

Program Elements		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Oil and Gas	\$	17,553	17,870	21,620	+3,750
	(FTE-T)	(575)	(575)	(664)	(+89)
Coal	\$	17,757	17,889	15,789	-2,100
	(FTE-T)	(308)	(308)	(280)	(-28)
Geothermal	\$	2,233	2,272	2,822	+550
	(FTE-T)	(73)	(73)	(83)	(+10)
Oil Shale/Tar Sands	\$	3,616	3,641	4,541	+900
	(FTE-T)	(52)	(52)	(52)	(---)
Total Requirements	\$	41,159	41,672	44,772	+3,100
	(FTE-T)	(1,008)	(1,008)	(1,079)	(+71)

Authorization

43 U.S.C. 1748
P.L. 94-579
P.L. 95-352

Section 318 of the Federal Land Policy and Management Act requires reauthorization of BLM appropriations every four years. The current authorization (P.L. 95-352) provides for appropriations through 1982; appropriations for 1983 require the enactment of a new authorization.

30 U.S.C. 181 et. seq.
P.L. 66-146

The Mineral Leasing Act of 1920, as amended, provides for classification and leasing of coal, oil, oil shale, natural gas, phosphate, and sodium on both public domain and acquired Federal lands, including the Federal mineral estate under private lands.

30 U.S.C. 1001
P.L. 91-581

The Geothermal Steam Act of 1970 provides for leasing and development of geothermal energy resources.

P.L. 94-377

The Federal Coal Leasing Amendments of 1976 require competitive leasing of coal on public lands.

42 U.S.C. 4321, 4331-4335, 4341-4347 P.L. 91-190	The <u>National Environmental Policy Act of 1969</u> requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.
43 U.S.C. 1711 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> provides for the preparation and maintenance of inventories of public land resource values.
92 Stat. 2073	This Act amends the <u>Mineral Leasing Act of 1920</u> , and authorizes the Secretary of the Interior to exchange Federal coal leases and to encourage recovery of certain coal deposits.
P.L. 97-78	This Act amends the <u>Mineral Leasing Act of 1920</u> , and authorizes the Secretary to issue combined hydrocarbon leases in Special Tar Sands Areas (as designated by the Geological Survey).
P.L. 96-294	The <u>Defense Production Act Amendment of 1980</u> establishes a national goal for synthetic fuel production.

OIL AND GAS LEASING

Objectives

- ° to support earlier and increased oil and gas exploration by giving priority to issuing leases; processing Notices of Intent (NOI), geophysical exploration permits, Applications for Permit to Drill (APD); and review of development plans;
- ° to conduct one or two lease sales on two to four million acres in the National Petroleum Reserve-Alaska (NPR-A) under a permanent leasing program in FY 1983;
- ° to operate a full-scale leasing program in non-North Slope Alaska during FY 1983; and
- ° to reduce the lease application backlog on non-BLM managed surface lands by approximately 50 percent in FY 1983 with the goal of eliminating the backlog entirely in FY 1984.

Base Program

BLM's FY 1983 Oil and Gas Program is fully responsive to the President's February 19, 1981 message on a Program for Economic Recovery which places major emphasis on leasing lands for energy and minerals development.

Oil and gas leasing is done both competitively and non-competitively. Competitive leasing takes place for lands in areas with producing wells designated by the Geological Survey as Known Geologic Structures (KGS). Non-competitive leases are issued to the first qualified applicant for lands which have not previously been leased and are not on a KGS. For lands which have previously been leased and are still not in a KGS, new leases are issued after a simultaneous filing period; the potential lessee is selected by random drawing. Drawings are held bi-monthly and result in approximately 3,600 leases annually.

At the base funding level (\$17,870,000) the major activities in the program emphasize issuing leases; processing assignments, reviewing geophysical exploration plans and applications to drill; reviewing development plans, operating agreements and unit agreements; making compliance inspections; ensuring environmental protection, and coordinating geologic and mineral resource assessment with other BLM energy and minerals programs.

A number of streamlining measures were adopted in late FY 1981 and early FY 1982 by BLM, the Forest Service, and the Geological Survey, which will result in the issuance of an additional 1,500 leases annually. These measures include: (1) implementing categorical exclusions from the requirements of the National Environmental Policy Act for individual prelease environmental assessments, (2) centralizing adjudication of corporate qualification statements, (3) eliminating the need for Geological Survey structural clearance review for applications for most lands in areas with no known geologic structures, and (4) completing environmental assessments on Forest Service lands before drilling, rather than before leasing.

Although the total acreage under lease has increased by 66 percent in the past 10 years, the Bureau has not been able to act on the increased rate of incoming lease applications. Backlogs have increased steadily. From November 1979 to November 1981, the number of pending oil and gas lease applications has almost doubled, from 18,000 to 34,000. A major thrust of the FY 1982 program is to reduce the growing backlog. The Administration expects to eliminate the backlog for lease applications on Bureau land by the end of December, 1982 by making lease processing the highest program priority. At the base funding level in FY 1983, the emphasis of the program will be on reducing the backlog of offers pending on lands administered by other agencies and on continuing to process applications for leases on Bureau land on a current basis.

The program responds to the growing industry interest in leasing and production. This interest is being demonstrated in the overthrust belt and in areas where recent exploratory findings have resulted in new major industry leasing activity. This includes leasing activity in Arizona, Idaho, Oregon, and areas of the Eastern States where there has previously been little or no leasing interest. Industry interest has also been evident in:

- ° the upward trend in the number of outstanding Federal leases. On December 31, 1970 there were 107,000 outstanding leases (67,500,000 acres); on December 31, 1975 there were 114,000 (89,600,000 acres); and currently there are 118,000 (109,300,000 acres). The average size of each newly-issued lease has also increased from 850 acres in 1979 to over 1,000 acres in 1980 and almost 2,200 in 1981;

- ° the number of drill rigs which are active during any given week. At the end of 1981, about 4,400 drilling rigs were active each week--up more than one-third over 1980 (which was up one-third from 1979); and
- ° industry's domestic expenditures for exploration and drilling in 1979 were \$15.8 billion; in 1980 they were \$25.1 billion (up 59 percent); and in 1981 the projection was \$30.0 billion (up 19.4 percent).

Executive and legislative direction contained in the Alaska National Interest Lands Conservation Act (ANILCA) requires specific accomplishments toward making lands available for oil and gas leasing in Alaska. In FY 1982 lands in the Minchumina and Denali areas will be made available for oil and gas leasing. Within the base program for FY 1983, BLM will be conducting work related to the overall study program within the Central Arctic Management Area (ANILCA, Section 1001). Non-North Slope areas (ANILCA, Section 1008) that will be available for leasing during FY 1983 include the Lime Hills and Fortymile areas.

The oil and gas program generates receipts from bonuses, rental and royalty payments. The receipts from the lower 48 states and the NPR-A (Alaska) leasing are divided equally between the General Fund of the Treasury and permanent appropriations payments to the states and counties. Receipts from non-NPR-A areas in Alaska are divided on the basis of ninety percent to the state and ten percent to the General Fund of the Treasury. The total receipts from onshore oil and gas leasing during FY 1981 were \$678,100,155. Estimated receipts for FY 1982 are \$1,063 million and \$1,100 million for FY 1983.

In addition, approximately \$187.5 million in filing fee receipts are estimated in FY 1983. This is an increase of \$147 million over the \$40 million received in FY 1980. The increase results from the increase in the filing fee from \$10.00 to \$25.00 for the January and February, 1982 filings, and an additional increase to \$75.00 effective with March, 1982 filings. Filing fees are deposited directly into the General Fund of the Treasury.

Oil and gas production from Federal onshore lands makes an important contribution to the total United States domestic production. As a percent of total United States domestic production, oil and gas produced on public lands in 1980 was 5 percent of domestic oil production and 5.4 percent of domestic gas production. Existing onshore leases contain about 4.5 percent of the oil reserves and 6.1 percent of the gas reserves in the United States.

1/ Based on existing rental rates. The FY 1982 and FY 1983 projections include estimates of bonus bids for NPR-A tracts. It is expected that bonus bids will be high as initial NPR-A sales will include those areas with high production possibilities.

Increase for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	17,870	21,620	+3,750
(FTE-T)	(575)	(664)	(+89)

The \$3,750,000 increase will be used to increase postlease activities and to continue the reduction of the lease application backlog regardless of source. In conjunction with interagency streamlining actions, this will reduce the backlog of lease applications on lands managed by agencies other than BLM by about 50 percent. Because of the effort to eliminate the backlog of applications on BLM land by December, 1982, the 1983 program will require us to place greater emphasis on postlease actions. The rapid increase in the number of leases issued in FY 1982 will result in a commensurate increase in applications for permits to drill (APDs), notices of intent (NOI) to conduct geophysical exploration, and review of development plans. As the number of wells drilled increases, we will also be required to increase our compliance efforts to ensure that the environment is adequately protected. Also, as the number of outstanding leases increases, a greater number of assignments will be processed.

The anticipated output for the program is shown in the following table:

Oil and Gas

<u>Workload Measures</u>	<u>1981 Actual</u>	<u>1982 Estimate</u>	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Change</u>
Leases Issued <u>1/</u>	14,000	28,000	28,000	30,000	+2,000
APDs Reviewed	4,500	4,500	4,500	6,500	+2,000
NOIs Reviewed	1,700	2,000	2,000	3,000	+1,000
Development Plans Reviewed	5,447	4,950	4,950	6,950	+2,000
Compliance Checks	9,725	14,050	14,050	20,050	+6,000
Simultaneous Filings (Millions)	4.7	3	*2.5	*2.5	--
Assignments Processed	38,694	37,700	37,700	40,700	+3,000
NPR-A Lease Sales <u>2/</u>	--	--	1-2	1-2	--
NPR-A Studies	--	--	ongoing	ongoing	--
Alaska Lands Study	--	--	ongoing	ongoing	--

1/ These figures include leasing in the lower 48 states only; there has been no oil and gas leasing in Alaska for over 15 years. As a result, leasing predictions will not be made for the non-North Slope area until the program is more fully developed.

2/ In FY 1982 at least two million acres will be offered; and in FY 1983, from two to four million acres will be offered.

*At \$75.00 per filing.

Eighty-nine additional FTE's are required to accomplish the additional units. Most of the FTE's will be used for on-the-ground field work while the remainder will be used to continue to process lease applications on a timely basis. Of the total funding increase, approximately \$2.5 million will be used at the field level for pre-lease clearances and post-lease administration. The remainder of the increase will be used to issue 2,000 leases above the base level and to accelerate streamlining activities.

The opening of lands in Alaska will create an additional workload which is difficult to estimate. However, we are committed to developing a program in Alaska which will not be plagued by the backlogs of applications that developed in the Lower 48 States. A portion of the proposed increase will be used to carry out the expanded Alaska leasing programs.

With increasing requirements for completing field examinations, BLM personnel will make more use of helicopters and airplanes to conduct field work. Experience has shown that use of such equipment reduces unit costs and contributes to a more cost-efficient and effective program. This is especially true in areas with high transportation and subsistence costs such as Alaska.

Oil and Gas Lease Application Backlog

	<u>Pending at Beginning of FY</u>	<u>Offers ^{1/} Received</u>	<u>Leases Issued</u>	<u>Pending at End of FY</u>
FY 1981	28,000	17,000	14,000	31,000
FY 1982	31,000	17,000	28,000 ^{2/}	20,000
FY 1983	20,000	17,000	30,000	7,000
FY 1984	7,000	17,000	24,000	-0-

^{1/} Does not include applications on acquired military lands.

^{2/} Most leases will represent applications for leases primarily on lands managed by BLM.

Object Classification Distribution

The object class detail for the proposed \$3,750,000 increase is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Annual Salary</u>
Geologist	10	22	+\$ 534,798
Natural Resource Specialist	10	36	875,124
Land Law Examiner	10	21	510,489
Records Specialist	7	7	126,322
Cartographic Technician	7	11	198,506
Legal Clerk	6	7	113,680
Conveyance Clerk	4	8	104,176
Clerk-Typist	3	6	78,132
Total		118	2,541,227
Lapse percentage		25%	- 635,307
Full time equivalents - total		89	1,905,920
Personnel benefits			257,299
Travel and transportation of persons			225,000
Transportation of things			180,000
Rents, communications, and utilities			300,000
Printing and reproduction			120,000
Other services			431,000
Supplies and materials			300,781
Equipment			30,000
Total			+\$3,750,000

COAL LEASING

Objectives

- ° to initiate, or continue, land use and activity planning in support of competitive lease sales in two coal regions in FY 1983 and at least four other regional coal lease sales scheduled for FY 1984;
- ° to respond to lease applications to maintain current operations, to avoid leaving "islands" of Federal coal that could not be economically mined at a later date, and to meet leasing needs in areas outside coal-producing regions;
- ° to process 67 preference right lease applications (PRLAs) promptly, with all actions on all PRLAs to be completed by December 1984; and
- ° to process 6 exchanges, 9 modifications, and 25 readjustments and review 98 mining/reclamation plans for existing leases.

Base Program

The Bureau of Land Management manages about 33 percent of all United States coal and indirectly affects the use of at least an additional 20 percent. As of September 30, 1981 there were 575 outstanding leases covering 842,949 acres and an estimated 17.3 billion tons of recoverable reserves. There were 100 producing leases in 1981. Production from those leases (86.5 million tons) amounted to 10 percent of total United States production (879 million tons). Coal production from Federal lands increased significantly from 1970 to 1981 from 7.4 million tons (9.6 tons per leased acre) to 86.5 million tons (106.5 tons per leased acre). The Department of Energy's coal production goals project a continued increase in coal production through 1995.

Receipts from Federal coal production were \$40.1 million in FY 1981. The estimate for FY 1982 is \$95.4 million and for FY 1983, \$122 million. The following table gives a breakout of these receipts:

<u>Coal Receipts</u> (\$ millions)			
	<u>Estimated FY 1982</u>	<u>Estimated FY 1983</u>	<u>Increase</u>
Bonuses	\$33.7	\$ 39.5	+\$ 5.8
Royalties	<u>61.7</u>	<u>82.2</u>	<u>+ 20.5</u>
Total	\$95.4	\$121.7	+\$26.3

In FY 1981, eight competitive leases were sold in Green River Hams Fork with bonus bids totaling over \$11 million. Fifty percent of these receipts are distributed to the states in which the leases are located; 40 percent is distributed to the Federal Reclamation Fund; and 10 percent to the General Fund of the Treasury.

At the base funding level (\$17,889,000), an additional 2.2 million acres of inventories, and one additional EIS would be funded than at the proposed level. Activity planning will be conducted to support the competitive lease sales that will be held in two coal regions in FY 1983 and the four second-round sales that are scheduled in FY 1984 as shown below. In addition, the base program includes geologic and mineral resource assessment for multiple use management.

<u>Coal Region</u>	<u>First-Round Sale</u>	<u>Second-Round Sale</u>
Fort Union	3rd Quarter-FY1983	
San Juan River	4th Quarter-FY1983	
Uinta-Southwestern Utah		1st Quarter-FY1984
Green River-Hams Fork		2nd Quarter-FY1984
Powder River		3rd Quarter-FY1984
Southern Appalachian		4th Quarter-FY1984

The Bureau will also continue to investigate all instances of alleged coal trespass and initiate administrative or civil action to resolve cases of unauthorized coal removal. To date 35 trespass cases have been closed. Twenty-five suspected coal trespass cases were closed because field investigations revealed that no removal of Federal coal had occurred. Seven cases were closed when record examinations revealed that coal mining had taken place while the lands were covered by valid Federal coal leases. Two cases were closed when the trespasser submitted payment for trespass damages. One case was closed because the suspected trespasser is deceased. Nineteen trespass cases have been verified and trespass notices issued. These cases are presently being investigated by BLM or are in the process of litigation. In April 1981, the United States reached an out-of-court agreement with Invesco International Corporation and its subsidiary on a coal trespass case (discovered during a coal inventory) in Alabama. The United States accepted as satisfaction of the \$1.1 million judgment a principal sum of \$520,000 provided all conditions of the stipulated agreement are met.

Decrease for 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Decrease</u>
\$	17,889	15,789	-2,100
(FTE-T)	(308)	(280)	(-28)

The proposed \$2,100,000 decrease represents a reduction in the site-specific EIS workload and a reduction in the number of acres inventoried. The FY 1983 coal leasing program responds to the President's February 18, 1981 Program for Economic Recovery which directed the Secretary to "begin immediately to simplify administratively the coal leasing process to achieve significantly expanded leasing by 1983, if possible, but no later than 1984." The FY 1983 estimate is based upon maintaining the existing leasing schedule and, consequently, does not represent a reduction in the program's high priority accomplishments initially planned for FY 1983 (as indicated on the table below).

Many of the coal program actions require site-specific environmental analysis (EA) before the activity may begin. If an EA determines that the proposed activity significantly affects the environment, a site-specific EIS is required. In order to take advantage of every reasonable opportunity to lease Federal coal, funding is requested annually to cover the costs of preparing a certain number of site-specific EIS's. Since the precise number of site-specific EIS's which will be required during any single year depends upon 1) public demand for Federal coal program actions; and, 2) the findings of the mandatory EA's; this number can only be estimated on the basis of past experience. A decrease of one site-specific EIS from the FY 1983 base level can be accommodated without affecting program accomplishments. In addition, rather than initiating intensive inventories involving large amounts of acreage early in the land use planning stage, BLM will be conducting site-specific inventories during the activity planning stage. This will decrease the actual acreage inventoried by concentrating efforts later in the planning process when potentially affected acreage is more clearly defined. Inventories will be concentrated in high valued coal areas (as determined by USGS) and will be more efficient and thus less costly.

The planned FY 1983 accomplishments are as follows: 1/

						(\$000)
Workload Measure	1981 Actual	1982 Estimate	1983 Base	1983 Estimate	Change	Unit Cost
Lease applications	14	31	30	30	--	24.5
PRLAs processed	--	85	67	67	--	28.5
Activity plans underway	7	12	12	12	--	1,242
Site-specific EISs	--	2	6	5	- 1	500.0
Exploration licenses	43	52	72	72	--	3.0
Inventories (million acres)	2.8	3.9	4.8	2.6	- 2.2	.001
Negotiated sales	4	4	4	4	--	6.5
Exchanges	2	6	6	6	--	57.0
Lease readjustments	71	48	25	25	--	21.2
Lease modifications	12	13	9	9	--	22.2
Mine/reclamation plan reviews	110	91	98	98	--	2.5
Lease assignments	59	60	62	62	--	2.5
Trespass investigations	17	18	17	17	--	6.5
Regional coal lease sales			2	2	--	

1/ Many of the workload items are initiated by public demand, and the estimates reflect probable workloads based on anticipated demand.

Object Classification Distribution

The object class detail for the proposed \$2,100,000 decrease is as follows:

<u>Position Title</u>	<u>Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Economist	11/12	2	\$ 54,992
Program Analyst	11/12	3	82,488
Environmental Specialist	11	5	129,120
Regional Planner	11	5	129,120
Biologist	9/11	5	117,970
Technical Information Specialist	9/11	3	70,782
Natural Resource Specialist	9/11	5	117,970
Statistician	7/9	1	18,810
Clerical Assistant	5	2	28,276
Secretary	5	3	42,414
Clerk-Typist	3	3	31,728
Total		37	823,670
Lapse		25%	+205,918
Full time equivalents - total		28	617,752
Personnel benefits			83,396
Travel and transportation of persons			85,000
Transportation of things			60,000
Printing and reproduction			30,000
Other services			1,173,000
Supplies and materials			50,852
Total			\$2,100,000

GEOHERMAL LEASING

Objectives

- ° to hold competitive lease sales as soon as possible after areas are designated (by USGS) as known geothermal resource areas (KGRA's);
- ° to minimize the cost of pre-lease environmental assessments through the use of post-lease operating controls;
- ° to process lease applications within 90 days (existing backlogs will be largely eliminated in FY 1982);
- ° to conduct timely reviews on post-lease development proposals; and
- ° to conduct the first full year of the geothermal simultaneous leasing program.

Base Program

The geothermal resources on the Federal lands contain about 60 percent of the known or potential geothermal resources in the United States. Annual electrical generation from geothermal resources on all lands could be 20,000 megawatts by the year 2000; about 700,000 barrels of oil per day would be necessary to generate that amount of electricity. In addition, direct thermal use applications (space heating, crop drying, gasohol production, etc.) could save the equivalent of 350,000 barrels of oil per day by the year 2000. As much as 20 million acres of Federal lands will have to be leased by 1990 to achieve these overall potentials. By 1983, geothermal wells on Federal lands will be contributing to five power plants that are sited on private lands and have a total electrical generating capacity of 520 megawatts.

Through FY 1981, BLM had issued over 2,300 leases for more than four million acres. However, over three million more acres (or 1,951 leases) have been applied for and remain to be processed. As outlined in the following table, the Bureau intends to largely eliminate this backlog in FY 1982 and FY 1983.

Over-the-Counter Noncompetitive Leases

<u>FY</u>	<u>New Applications</u>	<u>Applications Withdrawn, Rejected, or Refused</u>	<u>Leases Issued</u>	<u>Application Backlog</u>
1977	---	---	---	1,869
1978	628	389	206	1,902
1979	716	409	202	2,007
1980	739	338	297	2,111
1981	471	367	264	1,951
1982	450	800	1,150	451
1983	450	350	500	51

Receipts from the geothermal program in FY 1981 were \$4.6 million. For FY 1982, the estimate is \$29 million, and \$28 million for FY 1983.

Major streamlining changes will be made to the geothermal program by FY 1983. For example, the Bureau is working with the Forest Service (FS) on accelerating application processing, establishing a list of standard stipulations, establishing priority to process pending noncompetitive lease applications by the end of FY 1982, and developing a joint approach to pre-lease environmental reviews. As a result, many of the applications that were awaiting action by the FS will be completed and leases issued in FY 1982. This action by the FS plus similar streamlining of BLM procedures will result in the issuance of 1,150 leases in FY 1982. This means the backlog will be reduced in FY 1982, and applications will essentially be processed on a pipeline basis in FY 1983. In addition, the base program includes geologic and mineral resource assessment for multiple use management.

Increase for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$ (FTE-T)	2,272 (73)	2,822 (83)	+550 (+10)

The requested \$550,000 increase is needed to meet the projected increase in post-lease actions and the operation of the simultaneous leasing program. Top priority in the FY 1983 geothermal program will be processing of post-lease actions (e.g., Plans of Operation, Geothermal Drilling Permits, and exploration Notices of Intent), which are expected to increase significantly in FY 1983 in response to the number of leases issued in FY 1982. Emphasis will also be placed on eliminating any remaining lease application backlog and offering all available competitive lease parcels. The simultaneous leasing program will also be in its first year of operation during FY 1983. As indicated in the workload measures below, the proposed program involves issuing 600 leases through the simultaneous procedure.

<u>Workload Measures</u>	<u>1981 Actual</u>	<u>1982 Estimate</u>	<u>1983 Base 1/</u>	<u>1983 Estimate</u>	<u>Change</u>	<u>Unit Cost (\$000)</u>
Competitive lease sales	4	13	13	8	-5	32.5
Noncompetitive leases processed	631	1,150	1,150	800	-350	1.1
Simultaneous leases offered	--	--	--	600	+600	1.1
Lease assignments processed	125	170	170	400	+230	.25
Utilization licenses issued	0	1	1	4	+3	40
Prelease exploration NOIs approved	81	80	80	100	+20	2.7
Post-lease exploration and drilling permits approved	62	65	65	110	+45	2.55
Post-lease plans of development reviewed	19	20	20	35	+15	6

1/ These workload measures are greater than those presented in the FY 1982 Budget Justifications. This increased output can be accomplished at the same funding level because of streamlining of the Bureau's environmental review and application processing procedures.

Object Classification Distribution

The object class detail for the proposed \$550,000 increase is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Land Law Examiner	9/11	4	\$ 91,516
Natural Resource/Surface Compliance Specialist	9	7	145,425
Clerical Assistant	5	<u>2</u>	<u>26,564</u>
Total		13	263,505
Lapse percentage		<u>25%</u>	- 65,875
Full-time equivalents - total		10	197,630
Personnel benefits			26,680
Travel and transportation of persons			29,500
Transportation of things			55,000
Printing and reproduction			83,000
Other services			61,000
Supplies and materials			36,290
Equipment			<u>60,900</u>
Total			\$550,000

OIL SHALE AND TAR SANDS

Objectives

- ° to develop a Programmatic Environmental Impact Statement (EIS) and final regulations for the establishment of a permanent oil shale program by February, 1983;
- ° to lease up to two additional prototype leases in March, 1983, following completion of a prototype supplemental EIS;
- ° to begin work on the tar sands Regional EIS for eastern Utah;
- ° to process applications for conversion of existing oil and gas leases in special tar sands areas (STSA) to combined hydrocarbon leases;
- ° to develop regulations for a competitive leasing program for tar sands in STSA to begin in FY 1984; and,
- ° to update and complete existing land use plans in Colorado and Utah in preparation for oil shale and tar sands lease sales in fiscal years 1983, 1984, and 1985.

Base Program

The Defense Production Act Amendment of 1980 established a national goal of achieving synthetic fuel production capability equal to at least 500,000 barrels per day of crude oil by 1987 and at least 2 million barrels per day by 1992. Oil shale and tar sands will contribute significantly to meeting synthetic fuel national production goals. The President, in his February 18, 1981 message on a Program for Economic Recovery, directed that onshore mineral leasing be accelerated by beginning regular oil shale leasing under a permanent program in 1984 or earlier. On November 16, 1981, the President signed legislation which amended the Mineral Leasing Act of 1920, and directed the Secretary to develop regulations for a competitive tar sands leasing program.

Public lands in Colorado, Utah and Wyoming contain the equivalent of almost 2 trillion barrels of oil within the oil shale and tar sands reserves. These lands contain 80 percent of the nation's oil shale and tar sands reserves with estimated recoverable reserves of 600 billion and 2-3 billion barrels of oil, respectively. Establishing permanent Federal programs for oil shale and tar sands is essential to successful private sector development of these energy resources. In some cases, development of these resources on private lands would not be economical without leasing adjacent public lands. There are currently four prototype oil shale leases, two in Colorado and two in Utah. There are no outstanding tar sands leases at this time.

This program will generate substantial government receipts, 50 percent of which are distributed to the states as permanent appropriations. Oil shale bonus receipts are estimated at \$100 million for FY 1983.

At the base program funding level (\$3,419,000), the major FY 1983 workload elements in the prototype oil shale program will include: compliance work on existing leases, completing environmental assessments, completing prototype supplemental EIS's, holding necessary lease sales, and issuing leases. A prototype lease sale is scheduled for March 1983. Major FY 1983 work elements in the permanent oil shale program include amending the existing planning documents and preparing and revising the environmental impact statement. Other activities will include preparing the final program regulations, tract identification, environmental assessment work, and administering contracts. This work will be done in order to establish the permanent oil shale program by the end of February 1983 and hold the first lease sale by March 1984.

In addition, there are 536 oil shale mining claims covering approximately 83,000 acres under patent application and about 1,400 additional claims. To comply with the Colorado District Court, approximately 400 of the patent applications will be examined and recommendations made by January 1, 1983.

Major FY 1983 workload elements in the tar sands base program funding level (\$222,000) will include: preliminary area and tract ranking; completion of the draft and final environmental impact statements; formulation of alternative combinations of tracts; processing conversion applications for oil and gas leases; developing regulations for a competitive tar sands leasing program; and updating or completing existing land use plans in Utah. Other activities will include selecting the tracts that will be leased, issuing a sale notice, and conducting a lease sale in Fiscal Year 1984. The base program also includes geologic and mineral resource assessment for multiple use management.

Increase for FY 1983

		<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
Oil Shale Leasing	\$	3,419	3,791	+372
	(FTE-T)	(42)	(42)	(--)
Tar Sands	\$	222	750	+528
	(FTE-T)	(10)	(10)	(--)

A proposed increase of \$372,000 for FY 1983 will be used in the oil shale program to respond to the President's policy directive of accelerated mineral leasing. The program development phase will be completed in FY 1983. The implementation phase will also begin in FY 1983. The funding increase will be used, in part, to complete the program development phases (rulemaking and EIS) and initiate program implementation (land use planning.) Costs will include printing, travel, contract needs, and public participation.

The increase of \$528,000 in the tar sands program will be used to initiate and complete a draft regional environmental impact statement to analyze leasing in the 11 designated tar sands areas, and to update a statewide land use plan. In FY 1983 work will continue on conversion applications and finalizing the leasing regulations for the tar sands leasing program.

Recent Departmental schedules have accelerated previous permanent oil shale target dates by about six months. The increase will fund the necessary workload to accomplish the accelerated goal.

Object Classification Distribution

The object class detail for the proposed \$900,000 increase is as follows:

Travel and transportation of persons	\$ 50,000
Printing and reproduction	200,000
Other services	600,000
Supplies and materials	30,000
Equipment	20,000
Total	<u>\$900,000</u>

Justification of Program and Performance

Activity: 1. Energy and Minerals Management
Subactivity: B. Energy Offshore

(dollar amounts in thousands)

Program Elements		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Energy Offshore	(\$)	39,738	39,900	43,950	+4,050
	(FTE-T)	(288)	(288)	(343)	(+55)
Total Requirements	(\$)	39,738	39,900	43,950	+4,050
	(FTE-T)	(288)	(288)	(343)	(+55)

Authorization

43 U.S.C. 1748
P.L. 94-579
P.L. 95-352

Section 318 of the Federal Land Policy and Management Act requires reauthorization of BLM appropriations every four years. The current authorization (P.L. 95-352) provides for appropriations through 1982; appropriations for 1983 require the enactment of a new authorization.

43 U.S.C. 1331-1343
P.L. 83-212

The Outer Continental Shelf Lands Act of 1953, as amended, extended the jurisdiction of the United States to the Outer Continental Shelf and provided for granting of leases to develop offshore energy and minerals.

43 U.S.C. 4321, 4331-4335, 4341-4347
P.L. 91-190

The National Environmental Policy Act of 1969 required preparation of environmental impact statements for Federal projects having a significant effect on the environment.

43 U.S.C. 1801
P.L. 95-372

The Outer Continental Shelf Lands Act Amendments of 1978 established a policy for the management of oil and gas in the Outer Continental Shelf and required revision of bidding and lease administration, coordination and consultation with affected state and local governments, development of environmental studies for lease sale areas, and development of a five-year leasing program.

Objectives

The objectives of the OCS program are:

- ° to implement the Secretary's proposed five-year offshore oil and gas leasing program, dated July 1981, to include conducting nine OCS lease sales;
- ° to conduct the Environmental Studies Program in a manner that provides the information necessary for prediction, assessment, and management of impacts of oil and gas activities on the Outer Continental Shelf and the coastal areas which may be affected;
- ° to improve leasing procedures and eliminate administrative bottlenecks by implementing a streamlined OCS leasing process which will shorten the pre-sale process and result in larger sale offerings;
- ° to ensure leasing of high potential oil and gas resource areas off the coasts of Alaska;
- ° to issue eight Calls for Information beginning the pre-sale process leading to future lease sales;
- ° to issue leases as quickly as possible on all tracts which receive acceptable bids to ensure early receipt of revenues and to provide opportunity for early initiation of exploration;
- ° to allow no backlog to develop in establishing qualification files, processing adjudication actions, and issuing leases; and
- ° to assure opportunities for timely and open public participation and coordination with affected state and local governments.

Base Program

(dollar amounts in thousands)

	<u>FY 1982</u> <u>Estimate</u>	<u>FY 1983</u> <u>Base</u>
Energy Offshore:		
Leasing and Management	\$ 10,682	\$ 10,844
Environmental Studies	<u>29,056</u>	<u>29,056</u>
Total	\$ 39,738	\$ 39,900

Base Program

Leasing and Management

The base program level (\$10,844,000) was built on the June, 1980 leasing schedule. The objectives and workload established under the new July, 1981 proposed schedule cannot be accomplished at this funding level. The OCS Workload Table (on page 48) illustrates the output which would be achieved with base level funding under the June, 1980 schedule and shows the increased output that can be expected under the July, 1981 proposed schedule. This increased output would be foregone under the base level of funding.

Of the 8,454 oil and gas tracts (39.6 million acres) that have been offered on the OCS, 3,919 leases (19.0 million acres) have been issued. Nearly one-half (or 1,115 leases) of the 2,584 leases that are currently active are producing. In 1980, OCS oil and gas production represented 9.1 percent and 23.5 percent respectively of total United States oil and gas production.

Year	<u>Crude Oil and Condensate</u> (million barrels)		<u>Gas Production</u> (billion cubic feet)	
	<u>Total OCS</u>	<u>OCS % of U.S.</u>	<u>Total OCS</u>	<u>OCS % of U.S.</u>
1976	316.9	10.7	3,600	18.0
1977	303.9	10.1	3,700	18.7
1978	292.3	9.2	4,400	22.0
1979	285.6	9.2	4,700	23.8
1980	279.0	9.1	4,600	23.5

One indicator of industry's interest in the resource potential of the OCS is the amount of bonus receipts paid for leases. These receipts, which totaled about \$7.8 billion in FY 1981, have been increasing steadily and are projected to increase even faster as shown on the following table. Royalty receipts reflect the rate of production occurring on active OCS leases. They are also projected to increase.

Fiscal Year	<u>OCS Receipts (dollars in billions)</u>			
	<u>Rents and Bonuses</u>	<u>Royalties</u>	<u>Releases from Escrow</u>	<u>Total</u>
1980 actual	\$ 2.3	\$ 1.8	\$ 0	\$ 4.1
1981 actual	7.8	2.3	0	10.1
1982 estimate	4.5	3.0	0.4	7.9
1983 estimate	13.2	3.3	1.5	18.0
1984 estimate	12.9	3.6	1.5	18.0
1985 estimate	11.1	5.4	1.5	18.0
1986 estimate	11.8	6.2	1.5	19.5
1987 estimate	11.2	8.3	1.5	21.0

As indicated in the President's February 18, 1981 Program for Economic Recovery, accelerated leasing will increase receipts which will help reduce the budget deficit. As part of that acceleration the President directed that ". . . the OCS oil and gas leasing schedule will be revised as quickly as can be done in accordance with the requirements of the OCS Lands Act. A major objective of the revision will be to shorten the time period required to start exploratory drilling in all OCS areas. The OCS sale preparation process will be streamlined and shortened while preserving adequate protection of environmental values and the public's proprietary interest." Streamlining the process will not only decrease the time needed to prepare for a sale, but also will facilitate offering larger areas for leasing. The budget is based on the Secretary's proposed program which is being developed in order to meet the President's objectives. A final decision on the program is now expected in July, 1982.

Environmental Studies

Successful OCS leasing and lease management depend heavily upon the availability of timely and pertinent information. The OCS Environmental Studies Program was established to provide OCS decision makers with information specifically for leasing and lease-management decisions. The program supplements existing information by focusing its investments on issues specific to leasing and lease management. This basic premise of the program remains unchanged from its original design, but in FY 1983 the program must respond to the Secretarial initiatives of streamlining the OCS leasing process and accelerating the leasing schedule, and to congressional guidance in recent appropriation reports. For example, in FY 1983 and subsequent years, the program will not support studies to collect specific information which can be provided by the lessee. Such studies include site-specific geological and permafrost hazards, sea-ice stress, and cultural resources. In addition, studies related only to the preparation of the environmental impact statement for a single sale will be eliminated. To support the streamlining and acceleration concepts, more of the pre-lease studies will stress data and analysis on generic issues and provide broad-scale reconnaissances applicable to several lease sales.

In FY 1982 the program supported efforts to evaluate quantitatively the impacts of OCS operations on the Georges Bank and in the Santa Barbara Channel. These efforts will be continued in FY 1983. The Georges Bank study serves as a prototype for future BLM post-lease studies in other areas. Because of the importance of this program, the Bureau has actively involved the OCS Advisory Board Scientific Committee in its design and management.

OCS program managers use ranking criteria to determine the priority of studies. These criteria were developed jointly by BLM and OMB in 1979 and have been used in formulating BLM's national studies plans for 1979-1983. The criteria direct funding toward those studies which provide critical information to decision makers and which cannot be deferred. During the past four years, the cost of studies requested by BLM OCS offices has been

approximately twice the amount available. The criteria have permitted BLM managers to select the most critical studies for funding and to defer lower priority studies.

The Secretary's recent initiatives for both streamlining and acceleration of the leasing schedule have been translated through the ranking criteria, and the studies program is prepared to support these initiatives. The proposed effort is summarized in the FY 1983 OCS Studies Program Table (on page 52).

Increase for 1983

		<u>FY 1983</u> <u>Base</u>	<u>FY 1983</u> <u>Estimate</u>	<u>Increase</u>
Leasing and Management	\$	10,844	13,683	+2,839
	(FTE-T)	(288)	(343)	(+55)

The proposed increase of \$2,839,000 in leasing and management will improve our capability to make more acreage available for leasing. The Secretary's proposed program will greatly reduce the time needed to start leasing in promising frontier areas and will place greater reliance on the marketplace rather than on government decisions to select areas for leasing and exploration. Some elements of the proposed streamlined process include preparing area-wide environmental assessments and offering much larger lease areas with the goal of increasing the probability of discovering OCS hydrocarbon resources at an earlier date.

The full impact of the accelerated schedule and the streamlining process will be felt as the Bureau is actively involved in a minimum of 26 individual lease sales. The proposed increase in appropriations and personnel is the front-end cost of entering into this accelerated phase of OCS activity. The workload planned for FY 1984, 1985, and 1986 is as intense and rigorous an effort as the FY 1983 schedule. The major increase in staffing to adjust for this accelerated schedule is proposed in FY 1983. Eight sales to be initiated in FY 1983 will be held in FY 1985. However, the environmental assessment and other analytical work actually begins at least one year before the first formal milestone shown on the schedule and extends over a period of at least two years for each sale.

Under this broadened approach, as opposed to offering a relatively small number of tracts, there will be an initial increase in the amount of effort necessary to complete individual steps in the pre-lease process; for example, 1) the environmental effects of the first area-wide offering in each planning area will be examined in an area-wide EIS, which will cover a broader area than previous sale EISs; 2) the cumulative environmental analyses will cover the scenario of development of all oil and gas resources in the planning area, as opposed to development resulting from several sales as has been done in the past; and 3) public involvement will continue at a high level. Increased leasing, resulting from the areawide approach, will likewise increase the workload for individual post-lease

steps. For example, the post-lease evaluation process which now takes about two weeks will take up to 90 days in some cases, under the proposed approach. Some of the decisions to lease will be made within two weeks. The remainder will require varying degrees of additional evaluation; however, lease issuance decisions will be processed on a tract-by-tract basis as individual evaluations are concluded.

Acceleration of the leasing schedule will result in an increase in the number of sales and in the estimated number of leases issued. Under the July 1981 schedule, the number of leases issued per sale is expected to increase as shown in the OCS Workload Table. For example, when compared to the June 1980 schedule, the estimated number of leases issued in FY 1983 will increase from 880 to 1,800; but, the estimated average cost per lease issued will drop from \$45,000 to \$24,000. The net result of streamlining the leasing process, therefore, will be an increase in leases issued at a much lower cost per lease. Since the majority of the workload is manpower intensive, the requested increase includes funding for 55 additional full-time equivalent employees.

OCS Workload Table

	June 1980 Schedule 1/			July 1981 Proposed Schedule 2/		Change (6/80 vs. 7/81 Schedules)	
	FY 1981	FY 1982	FY 1983	FY 1982	FY 1983	FY 1982	FY 1983
Calls for Nominations (Information)	4	3	1	4	8	+1	+7
Tract Selection (Area Identification)	1	8	1	5	6	-3	+5
Draft Environmental Impact Statements	6	6	5	6	5	0	0
Public Hearings	5	7	5	6	7	-1	+2
Final EISs	7	7	5	6	5	-1	0
Proposed Notices of Sale	7	8	8	8	8	0	0
Sales	7	7	8	7	9	0	+1
Leases Issued	374	450	880	850	1,800	+400	+920
Cost/Lease (\$000)	137	88	45	47	24	-41	-21
Leases Maintained	2,560		3,700		5,000		+1,300

1/ Does not include planning for sales not shown on schedule for outyears.

2/ Does not include planning for outyear sales. Does include actions appearing October-December 1981 (from June 1980 schedule).

The FY 1983 effects of streamlining the leasing process and accelerating the schedule are described below, with comparisons to the June, 1980 schedule.

- ° Under the July 1981 schedule, there will be eight Calls for Information on about 500 million acres, compared to one Call for Nominations on 72 million acres in the June 1980 schedule.
- ° The area identification process will initially require evaluation of information, as well as a specific case-by-case evaluation of each controversial area and resolution of conflicts associated with each. Collection of information will normally precede the Call For Information by one year. Preparation will begin in FY 1983 for the large frontier area sales off the Alaska coast involving about 200 million acres. A total of six area identifications will be completed under the new schedule compared to one under the old schedule.
- ° Five Draft Environmental Impact Statements will be issued on seven sale areas (one statement will cover three areas in the Gulf of Mexico).
- ° Under the streamlined approach,
 - Area-wide EISs will be prepared with analysis focused on areas proposed for leasing. The EIS will include an environmental description of the entire planning area to provide the best available information for decisionmaking. NEPA documents for subsequent sales in each planning area will build on this area-wide EIS. However, air quality, socioeconomic, and oil spill assessments will be more complex since larger areas and larger amounts of resources are involved.
 - Support documents, such as technical papers and open-file reports, will be prepared to supplement the area-wide EISs as an attempt to extend the useful life of those documents. These support documents (which constitute new workload) may be prepared for all planning areas where sales are scheduled in the proposed 5-year program.
 - The streamlined assessment process will require analysis of about 400 million acres compared to 12 to 15 million acres under the previous schedule. Costs due to increased workload will escalate for at least the first three years of the proposed leasing schedule. Efficiencies in workload and costs may be realized beginning in the third year as NEPA documents are prepared and built upon the original area-wide EIS.

- BLM's responsibilities in the post-sale lease evaluation process, which now takes about two weeks, will take 60 to 90 days under the revised process. A decision on some of the high bids will be made within two weeks of the sale. The remainder will require various degrees of evaluation, and bid acceptance decisions on approximately 1,100 tracts will be prepared and processed on a tract-by-tract basis. Workload will increase substantially, and sale decisions will overlap as there are sales scheduled in nine of the twelve months of FY 1983.
- ° Seven public hearings will be conducted, an increase of two over the old schedule.
- ° Nine lease sales will be held offering about 140 million acres, compared to eight sales offering about 18 million under the June 1980 schedule.
- ° Approximately 1,800 leases will be issued for an increase of 920 over previous estimates for FY 1983.
- ° Leases on active file at the end of FY 1983 will reach 5,000 in comparison with previous estimates of 3,700.
- ° About 5,000 adjudication actions are processed annually. With the accelerated schedule, this number will exceed 20,000 per year.

Other work that will be initiated in FY 1983 will include automating the present manual system of records maintenance and data storage, at an estimated cost of \$200,000. This work will be necessary, in part, because of the estimated increase in the number of leases on file, from the 2,560 recorded at the end of FY 1981 to an estimated 9,000 by the end of FY 1986.

In FY 1982 the Bureau will also assume many responsibilities previously handled by offices of the Department, such as pre-sale selection of bidding system parameters and post-sale analysis of bidding system experiments required under the OCS Lands Act Amendments. These additional responsibilities will also increase our lease management workload.

Environmental Studies

Increase for FY 1983

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Increase</u>
\$	29,056	30,267	+1,211

The proposed FY 1983 increase of \$1,211,000 for environmental studies will permit the program to adjust fully to the changes in program emphasis directed by the Secretary. According to the latest compilation of the FY 1983 National Study List, the increase would permit the funding of the following important studies:

<u>Study/Requirement</u>	<u>Amount</u>
1) Monitoring of Seabirds and Shorebirds in the Arctic	+\$300,000
The monitoring of seabirds and shorebirds in the Arctic will provide critical information on the actual effects of OCS operations on these vulnerable species. This study will support decisions on the location and timing of various operations to minimize impacts on these species.	
2) Survey of Regional Socioeconomic Models	+\$ 25,000
The Survey of Regional Socioeconomic Models is an evaluation of models that could be used in the assessment process to accurately estimate the socioeconomic impacts of a single or multiple lease sale.	
3) Effects of OCS Activities on Endangered Species in the Gulf of Mexico	+\$500,000
The endangered species study in the Gulf of Mexico is designed to determine quantitatively the effects of spilled oil, other discharges, and vehicle movement on endangered turtles and the manatee.	
4) Marine Mammal Migration through the Bering Straits	+\$386,000
The study of the Bering Straits is designed to provide a coherent description of the movement of vulnerable marine mammals for use in evaluating the necessity of a seasonal drilling stipulation or other regulations to protect these mammals.	

If the \$1,211,000 increase is not forthcoming, these efforts will have to be deferred until FY 1984, which could result in a crucial programmatic or sale decision being formulated without the best available information.

The Summary of the FY 1983 Environmental Studies Program by region is presented on the following table:

FY 1983 OCS Studies Program

OCS REGION/SALE DESIGNATION	FY 1983 Estimated Investment (\$)	Categories of Studies										REMARKS
		Endangered Species	Air Quality	Soil Quality	Economic Effects and Hazards	Biological	Pollutant Transport	Generic	Other			
NORTH ATLANTIC	\$3,025,000	X			X	X	X		X			Emphasis on the monitoring of exploration impacts on the organisms that live at the bottom of Georges Bank and the transport of pollutants from those operations to areas of depositions.
MID ATLANTIC Sales # 49,59,76	1,325,000	X				X			X			Emphasis on evaluation of impacts from OCS operations on the continental slope and from the transportation of hydrocarbons to onshore facilities.
SOUTH ATLANTIC Sales # 56,78	1,875,000	X				X	X					Emphasis on pollutant transport by the Gulfstream and impacts on deep-water organisms from OCS operations on the Blake Plateau.
GULF OF MEXICO Sales # A62,62,A66 66,67,69,72,74,79, 81,84	3,700,000	X		X	X	X	X		X			Emphasis on pollutant transport in deep-water areas of the Gulf of Mexico and characterization of marine habitats impacted by transportation and deep-water operations.
PACIFIC Sales # 35,48,53, 68,73,80	3,550,000	X	X	X	X	X	X					Emphasis on pollutant transport along the coast of California and the Santa Barbara Channel, monitoring of exploratory and production rigs, air quality impacts of OCS operations, and onshore impacts of transportation.
BERING Sales # 57,70,75, 83	7,940,000	X		X	X	X	X	X				Emphasis on impacts to endangered whales, native populations, commercial and subsistence species; assessment of available technology and hazards from sea ice.
ARCTIC Federal/State Sales # 71,85,86	8,014,000	X		X	X	X	X	X				Emphasis on sea ice reconnaissance, impacts of OCS operations on endangered whales, native populations, commercial and subsistence species, assessment of available technology, monitoring of impacts of Federal/state sale.
HEADQUARTERS OFFICE All Sales	838,000								X			Emphasis on program quality assurance.
TOTAL STUDIES	\$30,267,000											

PROPOSED 5-YEAR OCS OIL AND GAS LEASING SCHEDULE

U.S. DEPARTMENT OF THE INTERIOR

JULY 1981

[illegible]

C - Call for Information

D - Information Due

A - Area Identification

E - NEPA Documents

H - Public Hearing

F - NEPA Document

P. Proposed Notice of Sale

G - Governors' Comments Due

R - DOE Review

N - Notice of Sale

S • Sale

* includes Cook Inlet, Shumagin, Kodiak, Gulf of Alaska

Object Classification Distribution

The object class detail for the proposed \$4,050,000 increase is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Economist	13	3	\$ 110,838
Program Analyst	13	2	73,892
Environmental Specialist	13	1	36,946
Regional Planner	12	2	64,026
Biologist	12	2	64,026
Fisheries Biologist	12	2	64,026
Wildlife Biologist	12	2	64,026
Geologist	12	3	96,039
Oceanographer (Various Specialties)	12	7	224,091
Social Science Specialist	12	4	128,052
Technical Information Specialist	12	3	96,039
Socioeconomic Specialist	12	2	64,026
Pipeline Engineer	12	2	64,026
Petroleum Engineer	12	3	96,039
Computer System Analyst	12	3	96,039
Natural Resource Specialist	12	2	64,026
Mineral Leasing Specialist	12	3	96,039
Environmental Protection Specialist	12	5	160,065
Engineering Technician	12	2	64,026
Program Analyst	12	4	128,052
Physical Scientist	12	3	96,039
Statistician	12	1	32,013
Land Law Examiner	9	3	66,219
Cartographic Technician	9	2	44,146
Contract Procurement Assistant	9	1	22,073
Secretary	7	1	17,515
Clerical Assistant	5	2	35,132
Clerk-Typist	4	3	36,768
Total		73	2,204,244
Lapse percentage		25%	- 551,061
Full-time equivalents - total		55	1,653,183
Personnel benefits			223,180
Travel and transportation of persons			155,000
Transportation of things			115,000
Printing and reproduction			21,000
Other services			1,511,000
Supplies and materials			118,637
Equipment			253,000
Total			\$4,050,000

Justification of Program and Performance

Activity: 1. Energy and Minerals Management
 Subactivity: C. Nonenergy Minerals Onshore

(dollar amounts in thousands)

<u>Program Elements</u>		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Mineral Material (\$)		1,792	1,822	2,072	+250
Sales (FTE-T)		(57)	(57)	(63)	(+6)
Mining Law (\$)		4,457	6,359	6,559	+200
Administration (FTE-T)		(215)	(215)	(215)	(--)
Nonenergy Mineral (\$)		1,533	1,548	1,548	(--)
Leasing (FTE-T)		(39)	(39)	(39)	(--)
Total Requirements (\$)		7,782	9,729	10,179	(+450)
	(FTE-T)	(311)	(311)	(317)	(+6)

Authorization

43 U.S.C. 1748
 P.L. 94-579

Section 318 of the Federal Land Policy and Management Act (FLPMA) requires reauthorization of BLM appropriations every four years. The current authorization, (P.L. 95-352) provides for appropriations through 1982; appropriations for 1983 require the enactment of a new authorization.

43 U.S.C. 1732

Section 302(b) of FLPMA authorizes the Secretary to take actions to prevent unnecessary or undue degradation of the lands.

43 U.S.C. 1744

Section 314 of FLPMA requires the recordation of mining claims and annual assessment work with the BLM.

60 Stat. 1099

Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

30 U.S.C. 181 et. seq.
 P.L. 66-146

The Mineral Leasing Act of 1920, as amended, provides for classification and leasing of coal, oil, oil shale, natural gas, potassium phosphate, sodium and other associated minerals.

30 U.S.C. 601 et. seq.
P.L. 80-291

The Material Sales Act of 1947, as amended, provides for disposal of common variety materials for commercial or industrial uses and free use for governmental entities.

30 U.S.C 22 et. seq.

The Mining Law of 1872, as amended, provides for the location of claims and patenting of proven claims for hardrock minerals (e.g., gold, silver, copper, nickel, zinc, lead and the like) on public lands in specified states, mostly in the west.

MINERAL MATERIAL SALES

Objectives

- ° to issue 2,221 use authorizations to make mineral materials available for private, governmental, and energy-related needs;
- ° to provide required minerals support for other resource management programs including withdrawal review, grazing environmental impact statements, and land tenure adjustments; and
- ° to perform 1,203 compliance checks to verify conformance with lease stipulations designed to protect surface resources.

Base Program

The public lands provide an important source of mineral materials, such as building stone, sand, gravel and common borrow, which are used in construction work and for industrial and energy development. The BLM sells mineral materials either competitively or noncompetitively to qualified entities. Mineral materials are also provided at no charge to qualified governmental entities for use in highway development and other public projects. Community pits and common use areas are also established to provide a convenient source of mineral materials to meet local needs, to minimize administrative work in processing sales and to concentrate surface disturbance and use in limited areas. Stipulations covering minimum safety standards, environmental protection and site reclamation are included in the disposal contracts. Bureau personnel perform site checks to assure compliance with these stipulations, to verify collection of appropriate payments for materials taken, and to prevent or take action on any unauthorized use of mineral materials. The disposal of mineral materials is discretionary; however, it is Bureau policy to meet the public demand for these materials. The base program includes geologic and mineral resource assessment for multiple use management. If mineral materials were not made available, it would have a significant impact on community, industrial and energy and mineral development in many areas of the western states.

30 U.S.C. 601 et. seq.
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The following table compares the workload proposed for the FY 1983 base funding level with workload in prior years.

<u>Workload Measure</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>FY 1983 Base</u>
Sales contracts issued	1,100	1,073	1,073
Free use permits issued	1,000	975	975
Unauthorized use cases processed	50	48	48
Compliance checks conducted	1,100	1,056	1,056
Environmental assessments completed	560	546	546

Increase for FY 1983

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Increase</u>
\$	1,822	2,072	+250
(FTE-T)	(57)	(63)	(+6)

An increase of \$250,000 is requested to process increasing numbers of applications for mineral material disposals. This heightened demand for mineral materials is the result of increased energy and mineral development in the western states. For example, in Colorado both the Federally-leased coal project (Deseret Mine/Moon Lake) and a large sodium mining operation in the Piceance Creek Basin will require large volumes of mineral materials from the public lands. Increased energy development in New Mexico's San Juan Basin will require substantial amounts of construction materials. In addition to these uses, large public projects such as canals and highways will require mineral materials from Federal lands. An additional 90 sales contracts and 83 free use permits will be issued with the increased funding along with performance of 147 additional compliance checks and processing 7 additional unauthorized use cases.

The proposed increase will result in the following workload increases:

<u>Workload Measure</u>	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>	<u>Unit Cost</u>
Sales contracts issued	1,073	1,163	+ 90 1/	1,825
Free use permits issued	975	1,058	+ 83 2/	1,975
Unauthorized use cases processed	48	52	+ 4	2,500
Compliance checks conducted	1,056	1,203	+147	250
Environmental assessments completed	546	546	---	---

1/ Includes 35 community pit sales (unit cost of \$50).

2/ Includes 32 community pit permits (unit cost of \$50).

Object Classification Distribution

The object class detail for this proposed \$250,000 increase is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Annual Salary</u>
Mineral Management Specialist	11	8	\$213,680
Lapse percentage		<u>25%</u>	- <u>53,420</u>
Full-time equivalents - total		6	160,260
Personnel benefits			21,640
Travel and transportation of persons			25,000
Transportation of things			8,000
Other services			7,100
Supplies and material			14,000
Equipment			<u>14,000</u>
Total			\$250,000

MINING LAW ADMINISTRATION

Objectives

- ° to process 78 mineral patent applications, thereby improving the applicant's borrowing position in the money market;
- ° to provide support to other resource programs by performing 150 validity determinations, 100 mineral-in-character determinations, and conducting mineral resource inventories;
- ° to process 450 plans of operation and up to 6,000 notices for strategic mineral and other locatable mineral development; and
- ° to keep records of unpatented mining claim filings and assessment filings current by recording 200,000 new filings, as well as more than 1,800,000 annual assessments.

Base Program

Under this program, BLM determines the validity of mining claims, issues mineral patents, prepares mineral character reports for withdrawals, land exchanges and sales, and other land disposal actions, and administers new surface management regulations. Also included are geologic and mineral resource assessments for multiple use management.

BLM is working to reduce the backlog of mineral patent applications. Processing mineral patent applications involves the following major actions:

- ° adjudication to assure that the application is complete and legal by contract;
- ° field mineral examination to assure that evidence on the ground supports the application and provides information needed to either:
 - issue a patent, or
 - initiate contest proceedings in which the government questions the validity of the mining claim, and the applicant has an opportunity to verify his claim within the legal process.

Other actions BLM takes under Mining Law Administration are:

- ° Validity determination - A mineral examination is done to evaluate a mining claim to determine if it meets the requirements of law. Validity determinations are not done on all mining claims -- only on those where an action under law initiates the process or the Bureau proposes some other use of land on which the mining claim is located.

- ° Mineral-in-character determination - A mineral specialist reviews available literature and, if necessary, does field examination to determine the presence of mineral resources on the land parcel in question. These are normally completed on land cases involving withdrawals, land exchanges, sales and other actions where the mineral resource value would be relevant.

Another important aspect of this program is the implementation of surface management regulations designed to prevent unnecessary damage to the public lands from operations under the mining laws. The first set of regulations (43 CFR 3802) was implemented in April 1980 and addressed surface management of mining claims on areas under wilderness review. These regulations prevent impairment of wilderness values in these areas, recognize valid existing rights, allow grandfathered activities to continue, and allow continued locations and operations under the mining laws. The second set of regulations (43 CFR 3809), which applies to public lands not under wilderness review, was implemented January 1, 1981. They are designed to prevent undue or unnecessary degradation from operations under the mining laws as mandated by Section 302(b) of FLPMA.

Notices of location for more than 1.4 million mining claims had been filed with BLM as of August, 1981. A mining plan will be prepared for each claim or group of claims within wilderness study areas and other sensitive areas outlined in the regulations. In other areas, all mining claim operations except those of "casual use" are expected to have a "notice" or a "plan of operations," depending on the extent of surface disturbance. For activities of five acres or less, a notice must be filed with the authorized officer not less than 15 calendar days prior to the commencement of the activity. This notice requires no approval or bonding. Activities causing surface disturbance on areas greater than five acres require a plan of operation to be filed not less than 30 days prior to operations.

Under the regulations, BLM has 30 days to review a plan of operations and 15 days to review a notice. Field examinations, inventories, and preparation of environmental analyses may be required prior to approval of plans. Monitoring and compliance checks on each notice and plan are expected to take one-half staff day. By monitoring, BLM can assure that project work is being done as planned, environmental stipulations are being complied with, and resource management objectives are being achieved. Base funding provides for monitoring of 2,391 of the estimated 6,420 projects.

The number of pending mineral patent applications has remained at about 400 cases during recent years.

<u>Workload Measure</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>FY 1983 Base</u>
Mineral patent applications completed	--	128	78
Contest actions completed	300	300	300
Field exams completed	800	612	612
Validity determinations	150	150	150
Mineral character determinations	100	100	100
Plans of operation processed	390	344	344
Notices processed	5,400	4,132	4,132
Monitoring (Plans and Notices)	1,850	2,391	2,391
Mining claims recorded	240,800	200,000	200,000
Annual assessments	1,400,000	1,600,000	1,800,000

The FY 1983 base adjustments include the program transfer of the workload and responsibility for mining claim recordation to this activity from the Lands and Realty Management activity. There are over 1.4 million mining claims on file with BLM. These existing filings must be updated with an annual assessment. Additionally, each year 200,000 new filings are made. The functions of recording and determining the land status of these filings are closely related, in both their nature and ultimate purpose, to other functions of Mining Law Administration. More efficient and cost-effective program administration can be achieved by establishing a common source of funding and program direction for these closely-related functions.

Increase for FY 1983

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Increase</u>
\$	6,359	6,559	+200
(FTE-T)	(215)	(215)	(--)

The \$200,000 increase will enable BLM to review an additional 40 plans of operation and 400 notices filed under the 43 CFR 3809 regulations and an additional 652 compliance checks on activities being conducted under plans of operation and notices. This level of production will enable BLM to meet the 30-day (for plans of operation) and 15-day (for notices) review periods imposed by the regulations. Field examinations, inventories, and environmental analyses also increase as necessary for the review of plans.

<u>Workload Measure</u>	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>	<u>Unit Costs (\$000)</u>
Plans of operation processed	344	384	+ 40	\$ 1.3
Notices processed	4,132	4,532	+400	0.1
Monitoring (plans and notices)	2,391	3,043	+652	0.1
Field examinations	612	779	+167	0.3

Object Classification Distribution

The object class detail for the proposed \$200,000 increase is as follows:

Travel and transportation of persons	\$133,000
Transportation of things	27,000
Printing and reproduction	13,000
Supplies and materials	7,000
Equipment	20,000
	<u>\$200,000</u>

NONENERGY MINERAL LEASING

Objectives

- ° to process 211 prospecting permits and 144 lease applications for phosphate, potassium, and sodium to respond to the growing demand by agriculture and industry; and
- ° to perform 72 compliance checks to verify conformance with lease stipulations designed to protect surface resources.

Base Program

Under this program, minerals such as sodium, phosphate and potash found on the public lands and other lands owned by the Federal government are made available to the public. In 1920, the Mineral Leasing Act was enacted which removed certain specified minerals from location under the Mining Law of 1872, and provided a leasing system for their disposal. By the terms of the 1947 Mineral Leasing Act for Acquired Lands, all minerals in acquired lands except mineral materials are subject to disposal by lease. The Mineral Leasing Act provides (1) that the Federal government obtain rental and royalty fees, and (2) holders of prospecting permits who have explored for and made a discovery of a "valuable deposit" have a right to a preference right lease. BLM has the leasing responsibility for public lands, national forest lands and those other Federally acquired lands where the Government owns part or all of the mineral estate and the lands are open to leasing.

These lands are an important source of several nonenergy minerals as shown in the following table:

<u>Mineral</u>	Percent of National Production <u>from Public Lands</u>	<u>Market</u>
Soda Ash	40%	Domestic and export markets
Phosphate	12%	Domestic and export markets
Potash	85%	Domestic -- 66% of national demand is imported

Soda ash is used in the manufacture of glass and industrial scrubbers. Public lands are the principal source of natural soda ash, and the Nation's dependence on this source will increase because two of the three Solvay synthetic soda ash plants have closed due to the high cost of energy and antipollution requirements. This has increased the demand for natural soda ash as exemplified by:

- ° The processing plant in Argus, California which has increased its capacity by 400,000 tons (a 44 percent increase).
- ° A Wyoming plant which has increased the capacity of its existing facilities by 300,000 tons with another plant presently having similar plans to expand in the next two years.

Phosphate is primarily used in the manufacture of fertilizers and animal feed supplements. Public lands are the source of 12 percent (or 5,500,000 tons) of the Nation's supply.

Potash is used by over 5,000 plants in the production of fertilizers. Public lands produce 85 percent of the Nation's supply, and we import 66 percent of the potash required to supply industry. There are no substitutes for potash as an essential plant nutrient.

The FY 1983 workload planned for the Mineral Leasing Program, shown below, will be accomplished at the base funding level. The base funding level also includes funding for geologic and mineral resource assessment for multiple use management.

<u>Workload Measure</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>Estimated FY 1983</u>
Lease applications processed	40	144	144
Prospecting permits processed	200	211	211
Environmental analyses and field examinations completed	100	96	96
Compliance checks	75	72	72

Justification of Program and Performance

Activity: 2. Lands and Realty Management

(dollar amounts in thousands)					
Program Elements		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Energy-Related Realty	(\$)	5,514	5,616	7,316	+1,700
	(FTE-T)	(197)	(197)	(217)	(+20)
Nonenergy-Related Realty	(\$)	22,761	21,324	24,574	+3,250
	(FTE-T)	(718)	(718)	(768)	(+50)
Withdrawal Processing and Review	(\$)	4,088	4,148	3,748	- 400
	(FTE-T)	(146)	(146)	(126)	(-20)
Total Requirements	(\$)	32,363	31,088	35,638	+4,550
	(FTE-T)	(1,061)	(1,061)	(1,111)	(+50)

Authorization

43 U.S.C. 1748
P.L. 94-579
P.L. 95-352

Section 318 of the Federal Land Policy and Management Act requires reauthorization of BLM appropriations every four years. The current authorization (P.L. 95-352) provides for appropriations through 1982; appropriations for 1983 require the enactment of a new authorization. Section 204(k) and (1) of FLPMA authorize amounts of \$10 million for withdrawal processing and \$10 million for withdrawal review. Additional authorization of funds for withdrawal review is required for FY 1983.

43 U.S.C. 1714
43 U.S.C. 1713
P.L. 94-579

The Federal Land Policy and Management Act of 1976 (FLPMA), authorizes the Secretary:

- to sell a tract of public land if the sale of such tract meets certain disposal criteria;

43 U.S. C. 1714

- to review, over fifteen years, certain withdrawals existing as of October 21, 1976, to determine whether, and for how long, the existing withdrawal should be continued;

- 43 U.S.C. 1716 - to exchange public lands if the public interest will be well-served by making that exchange;
- 43 U.S.C. 1721 - to convey omitted public lands if the public interest will be well-served by making that exchange;
- 43 U.S.C. 1721 - to convey omitted public lands to a qualified occupant if it is in the public interest to do so;
- 43 U.S.C. 1732 - to manage the use, occupancy, and development of the public lands through leases and permits;
- 43 U.S.C. 1761-1771 - to determine whether public lands are suitable for right-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way; and
- 43 U.S.C. 1711 - to prepare and maintain inventories of all public lands.
- 30 U.S.C. 185
P.L. 66-146 Section 28 of the Mineral Leasing Act of 1920, as amended, authorizes the Secretary to determine whether public lands are suitable for oil and gas pipeline rights-of-way.
- 43 U.S.C. 315
P.L. 73-482 Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964^{1/} and to open lands as appropriate to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
- 43 U.S.C. 1616 Section 17(d) of the Alaska Native Claims Settlement Act authorizes the Secretary to withdraw,^{2/} to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification.

^{1/} Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the nonmineral public land laws.

^{2/} Under various Public Land Orders, public lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the public land laws, with some exceptions, including state selections, location and entry under the mining laws, except locations for metalliferous minerals (30 U.S.C. 2); and leasing under the Mineral Leasing Act of February 25, 1920, as amended [30 U.S.C. Sections 181-287].

- 43 U.S.C. 869 The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.
- 43 U.S.C. 687b The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.
- 16 U.S.C. 1277 Section 6(d) of the Wild and Scenic Rivers Act authorizes the Secretary to exchange or dispose of suitable Federally-owned properties for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.
- 43 U.S.C. 641 Section 4 of the Carey Act of August 18, 1894 authorizes the Secretary, with the approval of the President, to patent to states, desert lands which are reclaimed, cultivated, and settled.
- 43 U.S.C. 321-323 The Desert Land Entry Act of 1877 provides for the reclamation by irrigation, of arid and semiarid public lands of the Western States through individual effort and private capital.
- 43 U.S.C. 4321, 4331-4335, and 4341-4347
P.L. 91-190 The National Environmental Policy Act of 1969 requires the preparation of environmental impact statements for Federal projects that will have a significant effect on the environment.
- 16 U.S.C. 4601
P.L. 91-476 The King Range Act of 1970 authorizes the acquisition and exchange of lands in the King Range National Conservation Area.
- 43 U.S.C. 1181
P.L. 75-405 The O and C Act of 1937 provides for classification of O&C lands more suitable for purposes other than forestry.
- 43 U.S.C. 932 The Federal Aid Highway Act of 1966 provides for the granting of rights-of-way on public lands for highways.
- 16 U.S.C. 3101
et seq
P.L. 96-487 The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) provides for the designation, management, and conservation of certain public lands in the State of Alaska, including a National Recreation Area, a National Conservation Area, and Wild and Scenic Rivers, and for other purposes.

Authorizes and directs the Secretary to sell not more than 700 acres of public lands per calendar year in and around Las Vegas, Nevada; proceeds of which are to be used to acquire environmentally-sensitive lands in the Lake Tahoe Basin of California and Nevada.

ENERGY-RELATED REALTY

Objectives

- ° to accelerate domestic production of energy and mineral resources by expediting processing of 4,300 energy rights-of-way requests;
- ° to reduce the backlog by 1,080 cases per year until elimination in FY 1987;
- ° to encourage multiple use and local participation in the management process by placing decisionmaking closer to the local level; and
- ° to integrate rights-of-way planning and management into the planning process.

Base Program

Energy-related casework includes all actions necessary to process applications for rights-of-way and associated land use authorizations for public demand oil and gas pipelines, power transmission lines, energy development and distribution facilities, energy-related land exchanges, and other miscellaneous energy-related cases. Energy-related case work depends entirely upon applications filed for rights-of-way and associated land use authorizations. The workload varies according to the number and kind of applications filed. Estimates for future years are based upon past experience and predictions of future energy needs.

Costs for administration of energy-related rights-of-way projects that exceed \$5,000 are reimbursed by the applicant through the Service Charges, Deposits and Forfeitures Appropriation. However, pre-application work on these reimbursable projects is funded by this program as well as work that costs less than \$5,000 per application to process. Other costs charged to this program include review of other agency EIS's on energy rights-of-way, applications from state and local governments, overhead costs not chargeable to applicants, personnel costs for special projects and EIS teams in Denver when not working on reimbursable projects, and partial funding of BLM's formal lands and realty training program.

At the base funding level (\$5,616,000), an estimated 3,400 energy-related cases will be processed in FY 1983. Processing these cases includes preliminary investigations which consider alternate site analysis, preparation of environmental assessments, appraisals, development of special permit stipulations, issuance of rights-of-way grants, and monitoring of construction to ensure compliance with permit stipulations. An estimated 3,200 new applications will be filed in FY 1983. The number of cases pending BLM action will only be reduced from 4,500 to 4,300 cases by the end of FY 1983.

Increasing domestic production of onshore energy resources cannot be totally successful unless there is a commensurate effort to grant rights-of-way for energy transportation systems.

Industry is responding to recent favorable energy policy changes (such as deregulation of natural gas prices) by increasing exploration and development. As a consequence, BLM is experiencing a large increase in the number of pipeline applications and off-lease road authorizations (to provide access to oil and gas well sites) filed. The number of applications for energy-related rights-of-way will increase from about 1,900 in FY 1980 to an anticipated 3,200 in FY 1983.

The following applications will be processed at the current funding level in FY 1982 and FY 1983:

<u>Workload Measure</u>	<u>FY 1982</u>	<u>FY 1983 Base</u>	<u>Increase/ Decrease</u>
Transmission lines	40	40	--
Distribution lines	382	342	-40
Pipelines	1,725	1,646	-79
Reservoirs	3	3	--
Roads	1,280	1,300	+20
Other	70	69	-1
Use Adjustment	30	30	--
Unauthorized Use	5	5	--
Corridor Plans	1	1	--
Compliance	720	720	--

The public benefits derived from expenditure of funds in this program include the following:

<u>Output</u>	<u>FY 1983</u>
Transmission lines (miles)	50
Distribution lines (miles)	790
Pipelines (miles)	1,800
Roads (miles)	2,470
Other (miles)	130
Corridor planning (miles)	1,500

Increase for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	5,616	7,316	+1,700
(FTE-T)	(197)	(217)	(+20)

In FY 1982, BLM proposed a decrease in this program. This decrease reflected savings which reduced the cost to process a case from \$2,350 in FY 1981 to \$1,640 in FY 1982. Because of the increase in applications being received, the lower funding level will have no significant impact on backlog reduction. If BLM is to meet its public service requirements, minimize delays to applicants, and contribute an essential ingredient to meeting the Secretary's and President's energy goals, additional funding is necessary.

An increase of \$1,700,000 and 20 FTE's is proposed for FY 1983 to meet the increasing demand for energy-related rights-of-way (particularly roads to well sites and natural gas gathering pipelines) expected as a result of policies proposed by the Administration helpful to industry to stimulate domestic energy production and development. The increase will enable BLM to process an additional 880 applications, which will reduce the backlog to 3,420 cases by the end of FY 1983. At this rate of reduction, and assuming filings remain constant, it would still be 1987 before applications could be processed on a pipeline basis (i.e., within six months of filing).

The effect of the increase on the number of pending cases in each year would be as follows:

Energy-Related Realty Pending Cases

<u>Fiscal Year</u>	<u>Cases Pending Start of Year</u>	<u>New Cases Filed</u>	<u>Cases Processed</u>	<u>Cases Pending End of Year</u>
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At FY 1983 Base Funding Level

1983	4,500	3,200	3,400	4,300
1984	4,300	3,200	3,400	4,100
1985	4,100	3,200	3,400	3,900
1986	3,900	3,200	3,400	3,700
1987	3,700	3,200	3,400	3,500

With the FY 1983 Increase

1983	4,500	3,200	4,280	3,420
1984	3,420	3,200	4,280	2,340
1985	2,340	3,200	4,280	1,260
1986	1,260	3,200	4,280	180
1987	180	3,200	3,380	-0-

At the proposed funding level, the increase will enable BLM to accomplish the following:

<u>Workload Measure</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Increase</u>
Transmission lines	40	45	+5
Distribution lines	342	417	+75
Pipelines	1,646	2,086	+440
Reservoirs	3	3	--
Roads	1,300	1,650	+350
Other	69	79	+10
Use Adjustment	30	30	--
Unauthorized Use	5	5	--
Corridor Plans	1	1	--
Compliance	720	800	+80

Object Class Distribution

The object class detail for the proposed \$1,700,000 increase in Energy-Related Realty is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Land Law Examiner	GS-7 - 11	4	\$ 88,292
Soil Scientist	GS-9 - 12	2	53,420
Contracting Specialist	GS-9 - 12	1	26,710
Botanist	GS-9 - 12	1	26,710
Realty Specialist	GS-9 - 12	5	133,550
Archaeologist	GS-7 - 11	1	22,073
Hydrologist	GS-7 - 12	1	24,309
Mining Engineer	GS-9 - 12	1	26,710
Geologist	GS-9 - 12	1	26,710
Natural Resource Specialist	GS-9 - 12	6	160,260
Environmental Specialist	GS-9 - 12	1	26,710
Clerk/Typist	GS-4 - 5	<u>3</u>	<u>38,562</u>
Total		27	654,016
Lapse		<u>25%</u>	- <u>163,504</u>
Full-time equivalent - Total		20	490,512
Personnel benefits			66,219
Travel and transportation of persons			80,000
Other services			978,020
Supplies and materials			60,249
Equipment			<u>25,000</u>
Total			\$1,700,000

NONENERGY-RELATED REALTY

Objectives

- ° to place decisionmaking on nonenergy realty case actions closer to the local level;
- ° to process 2,090 land use authorizations, and 1,575 temporary use permits;
- ° to make public lands available to other agencies or the private sector, where consistent with land use plans or specific legislation, by processing 3,160 land disposal cases;
- ° to complete 90 exchanges to acquire critical resource values and improve manageability, including boundary adjustments with the Forest Service;
- ° to eliminate casework backlogs by FY 1986;
- ° to maintain and improve 140,000 land records and answer 750,000 public inquiries for land status records in FY 1983;
- ° to convey 4.5 million acres under the Alaska Native Claims Settlement Act;
- ° to convey 13 million acres to the State of Alaska;
- ° to process 2,500 Native allotments in Alaska;
- ° to act on 400 cases of unauthorized use; and
- ° to respond to approximately 300 to 400 community expansion requests for about 700,000 acres.

States Other Than Alaska

Base Program

This program provides service to the public by issuing land use authorizations, land tenure adjustments, and land disposals for nonenergy-realty actions.^{1/} Also included in this program is the preservation, improvement and maintenance of the system of official public land records and providing responses to public inquiries about public land status or about patents issued for public lands transferred out of Federal ownership.

^{1/} Land use authorization includes the issuance of grants, leases, or permits for the use of public land for rights-of-way, recreation and public purposes, and other non-mineral uses while ownership of the land remains with the Federal government. Land tenure adjustment is the exchange of land with non-Federal property owners or the adjustment of boundaries with other Federal agencies. Land disposal is the patenting of land through sale or other conveyance authorities such as the Desert Land Entry Act and the Airport and Airways Act.

The nonenergy-realty program, as much as any program administered by BLM, embodies the principles of public service and the "good neighbor" policy espoused by the Secretary and the Administration. Many communities of the West are surrounded by public lands and are directly or indirectly dependent upon multiple use of those lands for economic benefits, recreational use, and other purposes. Land use authorizations such as solid waste disposal sites, recreation sites, communication sites, and rights-of-way for roads and water pipelines are all examples of local government dependence on BLM to meet basic community service needs. Temporary use permits are used to authorize peripheral uses of rights-of-way. These uses include temporary construction areas, work camps and access roads. All other temporary land uses are authorized as regular leases or permits. These are used to authorize a variety of uses such as agricultural and commercial uses or uses which may not be authorized under other authority.

Other aspects of the program primarily affect individuals and private entities. These include applications from individuals, corporations, utility companies, and associations for use of public land to construct and use canals, ditches, small farm irrigation and stock reservoirs, water pipelines and roads. In some cases these requests are made to legalize an existing, but unauthorized, use. Applications of a more localized nature include desert land entries. Nevada and Idaho have received numerous applications for agricultural land entry under the Desert Land Act of March 3, 1877, as amended. Approximately 5,500 applications for a total of over one million acres are on file. In FY 1982, approximately 300 cases involving an estimated 100,000 acres will be processed.

At the current level, about 170,000 acres of public land will be conveyed to the western states. The Secretary of the Interior has committed BLM to process promptly indemnity (in-lieu) land selections in close cooperation with state governments. In a Memorandum of Understanding with the Western States Land Commissioners Association, BLM agrees that more than one-half million acres need to be transferred to the states in fulfillment of the states' existing indemnity rights. Following the state application, BLM intends to expeditiously transfer the land. Applications for about 170,000 acres are anticipated by BLM.

In addition, approximately 3 million acres of land will be part of boundary adjustments between the Forest Service and BLM to administer Federal lands more effectively and economically. In 1980, an agreement signed between the Forest Service and BLM established criteria and procedures for adjusting boundaries between the two agencies. Eighty percent of these adjustments will be completed by the end of FY 1985, and the remaining twenty percent by the end of FY 1987. All land transfers under this program will be made to improve the efficiency and cost effectiveness of Federal management of public lands.

Finally, approximately 250,000 acres of public lands are involved in the Navajo-Hopi land transaction in New Mexico and Arizona. This extremely complex settlement was enacted into law in 1980. BLM will be assisting the Navajo and Hopi Indian Relocation Commission, the Bureau of Indian Affairs, and the Navajo tribe in carrying out the intent of this Act.

In order to improve efficiency and place decisionmaking at the local level, the Bureau has taken a number of steps to streamline the land casework process including:

- ° combining land reports and environmental assessments into one document to substantially reduce duplication of effort;
- ° developing new scoping and programmatic processing procedures to streamline environmental assessments;
- ° placing certain case adjudication responsibilities at the district office level to reduce case flow to the state offices, and to reduce processing costs and time; and
- ° redelegating authority to district managers to give them full authority for processing and issuing leases, permits, and other realty authorizations.

Case Backlog

At present funding levels, BLM is not able to fulfill its critical public service role by responding in a timely manner. For example, in FY 1981 the number of cases pending BLM action was about 7,900 cases; of this amount 5,600 cases (almost 71 percent) had been pending for longer than a normal processing time. Even with the large increase proposed for FY 1983, it will be 1986 before the backlog will be eliminated, assuming no increase in the rate of filings. As the population shifts toward the western states and pressure for use of the public lands increases, this assumption will probably not hold, and it may take longer. It is incumbent upon BLM to decrease the time needed to process a case. Despite streamlining efforts, BLM must protect existing land users, the applicant and potential authorized users to assure maximum beneficial use of the public lands. An application must be carefully considered to assure proper land use. In some cases, the public must be allowed an opportunity to comment on the application or proposal. Several months are required to complete action by BLM on applications in certain cases. Depending on the type of case, applications are not considered to be backlogged unless they have been pending for at least six months for rights-of-ways and one year for lands disposal actions (such as desert land entries, color-of-title, etc.).

The following table shows the status of pending cases at the current funding level:

<u>Case</u>	<u>Est. Cases Pend. End of FY 1982</u>	<u>Est. New Filings FY 1983</u>	<u>Cases Processed w/ Base FY 1983</u>	<u>Est. Cases Pend. End of FY 1983</u>
*Land Use Authorizations	1,200	1,800	1,900	1,100
Land Disposals	6,000	1,725	2,620	5,105
Land Tenure Adjustments	420	150	150	420
Total	<u>7,620</u>	<u>3,675</u>	<u>4,370</u>	<u>6,625</u>

*Excluding temporary use permits

<u>Case</u>	<u>Cases over 6 mos. Pending End of 1982</u>	<u>Estimated Backlog Reduction</u>	<u>Estimated Backlog Cases End of 1983</u>
Land Use Authorizations	990	190	800
Land Disposals	4,400	800	3,600
Land Tenure Adjustments	190	--	190
Total	<u>5,580</u>	<u>990</u>	<u>4,590</u>

Unauthorized Use

The backlog does not address the extensive problem of unauthorized use on public lands. There are an estimated 10,000 cases of unauthorized use (excluding theft) on public lands, and only about 400 are acted upon each year. Furthermore, failure to stop unauthorized use denies the public the opportunity to use public lands and to receive fair market value for their use.

Base Workload Estimates

The following workload will be accomplished in the states outside of Alaska at the FY 1983 base level.

<u>Workload Measures</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>FY 1983 Base</u>
Land Use Authorizations (cases)	1,718	1,907	1,900
Land Disposals (cases)	1,740	2,262	2,620
Land Tenure Adjustments (cases)	83	150	90
Records Maintained (#)	1,000,000	1,000,000	1,000,000
Compliance Checks (#)	2,322	1,624	2,570
Unauthorized Use (cases)	583	400	400

Increase for FY 1983

		<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
States other than Alaska	\$ (FTE-T)	11,064 (453)	12,714 (478)	+ 1,650 (+25)

Of the total proposed increase for Non-Energy Realty work, \$1,650,000 and 25 FTE's will be used to process an additional 190 land use authorization cases and 540 land disposal cases (at an average cost of \$2,500/case) in the states outside Alaska. This will reduce the backlog of cases to 610 land use authorizations and 3,060 land disposals by the end of FY 1983. The backlog of land tenure adjustments will not be affected and will remain at 190 cases. This type of responsiveness to local public demand is a cornerstone to the Secretary's good neighbor policy. Inability to respond to applications can create frustration and hardship for residents and public land users in the West who, because of vast Federal land holdings, have no alternative but the public lands to meet their needs. Responses to inquiries into backlog cases consume considerable amount of staff-time. Once the backlog is brought to a pipeline basis, case processing time will decrease. The increase is also responsive to the Department's desire to expedite in-lieu selections by the states. It is also the Department's desire to dispose of small scattered tracts by sale or exchange where those lands might be managed more efficiently in state or private ownership.

The following table shows backlog reduction with the increase:

<u>Case</u>	<u>Cases Pending End of 1983</u>		<u>Cases Closed Due to Increase</u>
	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	
Land Use Authorization	800	610	190
Land Disposal	3,600	3,060	540
<u>Workload Measures</u>	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
Land Use Authorization (cases)	1,900	2,090	+190
Land Disposals (cases)	2,620	3,160	+540
Land Tenure Adjustments (cases)	90	90	--
Compliance	2,570	2,570	--
Unauthorized Uses (cases)	400	400	--

Alaska Special Emphasis Programs

Base Programs

The current program in Alaska encompasses a number of different actions. The highest priority is on land conveyances to the state and natives. Decisions to issue conveyances will be made for about 4.5 million acres of native corporation selections. Also 40 million acres of state-selected lands will be processed so that 13 million acres can be patented or tentatively approved for patent to the state. Ultimately, the native corporations will receive patent to 44 million acres, and the state will receive patent to 104.5 million acres.

The annual acreage estimates for Decisions to Issue Conveyance to Alaska Natives (after FY 1983) and Tentative Approvals for Patent to the State (after FY 1982) are smaller each year. This is caused by the completion of conveyances in preceding years of most of the larger blocks selected.

Since most of the selections remaining after FY 1982 will be relatively complex, adjudication of these selections will become increasingly difficult, time consuming, and costly. The speed at which the entitlements can be conveyed after FY 1986 is directly dependent upon the final resolution of appeals and navigability determinations, adjudication of Native allotments, mining claims, other private inholdings, valid existing rights, and the completion of cadastral surveys of all boundaries.

As a result of concentrating the effort in Alaska on the ANCSA and state conveyances, a backlog of over 7,000 other cases (native allotments, homesteads, homesites, trade and manufacturing sites, headquarters sites) has accumulated.

At the present funding level, efforts to reduce these and other cases to a manageable level cannot begin until after FY 1986 when capability currently used for the higher priority native and state conveyances could be shifted to native allotments and other casework. These cases have been increasing at an annual rate of 1 to 2 percent, a rate which will escalate considerably as lands are opened to settlement, etc., through FY 1985. About 120 of the most sensitive native allotments will be processed, and 245 land use authorizations will be issued in FY 1983.

It must be noted that this programmed accomplishment is conditioned by:

- 1) the absence of undue constraints imposed by litigation or appeals,
- 2) the State's priority lists for conveyance describing sufficient lands available for conveyances to enable BLM to meet its yearly commitment,
- 3) a sustained capacity for expeditiously processing Native allotments and other conflicting claims of record, including those resulting as lands are opened to appropriation in FY 1982 through FY 1985 which will impact future state selections,
- 4) sufficient capability for Cadastral Survey to survey inholdings (Native allotments and other claims) and to survey tentatively approved lands so that patents may be issued to the state, and
- 5) the ability to fund adequately and maintain the mining claim recordation program to resolve the conflicts between the state and native selections and approximately 20,000 mining claims.

The following workload will be accomplished in Alaska at the FY 1983 base level:

<u>Workload Measure</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>FY 1983 Base</u>
Alaska			
Land Use Authorizations (cases)*	204	200	245
Land Tenure Adjustments (cases) (other than conveyances)	0	50	120
Native Conveyances (million acres)	2.0	6.0	4.5
State Conveyances (million acres)	7.4	13.0	13.0
Records Maintained (#)	50,000	50,000	50,000
Public Inquiries (#)	80,000	80,000	80,000
Compliance Checks (#)	107	150	280
Native Allotments (cases)	61	80	120

The Alaska conveyance schedule will be the following:

Alaska Conveyances (million acres)									
		<u>FY 1980</u>	<u>FY 1981</u>	<u>FY 1982</u>	<u>FY 1983</u>	<u>FY 1984</u>	<u>FY 1985</u>	<u>FY 1986</u>	<u>Future</u>
NATIVE-DECISIONS									
<u>TO ISSUE CONVEYANCE</u>									
ANNUALLY		--	2.0	6.0	4.5	4.0	3.2	2.6	.8
CUMULATIVE TOTAL		20.9	22.9	28.9	33.4	37.4	40.6	43.2	44.0
STATE									
<u>TENTATIVE APPROVAL FOR PATENT</u>									
ANNUALLY			7.4	12.5	11.0	10.0	9.0	8.0	21.8
CUMULATIVE TOTAL		24.8	32.2	44.7	55.7	65.7	74.7	82.7	104.5
PATENT									
<u>ANNUALLY</u>			.1	.5	2.0	3.0	4.0	5.0	69.2
CUMULATIVE TOTAL		20.7	20.8	21.3	23.3	26.3	30.3	35.3	104.5

Increase for FY 1983

		<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
Alaska Programs	\$	10.260	11,860	+1,600
	(FTE-T)	(265)	(290)	(+25)

Within the total increase, \$1,600,000 and 25 FTE's are requested to process 2,380 native allotments, of which an estimated 7,000 are pending. Work on all but the most sensitive cases has been deferred while emphasis has been placed on processing state and native conveyances.

The increase will enable BLM to adjudicate and field examine 2,500 native allotments in FY 1983. The increase will ensure accurate exclusion of these allotments from conveyances thus providing a public service by clearing applications that have been pending for ten or more years. Other benefits will include cost savings associated with appeals, litigation, and clearing land status records. The entire 7,000 case backlog of native allotments can be adjudicated and field examined in three years at this level of funding.

The following will be accomplished with the increase:

<u>Workload Measures</u>	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
Land Use Authorizations (cases)	245	245	--
Land Tenure Adjustments (cases)	120	120	--
Native Conveyances (million acres)	4.5	4.5	--
State Conveyances (million acres)	13.0	13.0	--
Native Allotments (cases)	120	2,500	+2,380

Object Classification Distribution

The object class distribution of the Nonenergy program increase of \$3,250,000 is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Land Law Examiner	GS-7 - 11	27	\$ 525,879
Realty Specialist	GS-7 - 11	23	447,971
Clerk/Typist	GS-4 - 5	7	101,962
Natural Resource Specialist	GS-9 - 12	4	106,840
Cartographic Technician	GS-4 - 6	5	64,270
Total		66	1,246,922
Lapse percentage		- 25%	- 311,731
Full time equivalents - Total		50	935,191
Personnel benefits			126,251
Travel and transportation of persons			200,000
Transportation of things			175,000
Other services			936,000
Supplies and materials			427,558
Equipment			450,000
Total			\$3,250,000

WITHDRAWAL PROCESSING AND REVIEW

Objectives

- ° to complete review of 90 percent of the 1,195 BLM classification orders (200 in FY 1983) where land use planning is complete;
- ° to implement 9-year review of other agency withdrawals (600 in FY 1983);
- ° to continue revocation processing on a current basis. The number of revocations is dependent on requests submitted by the holding agencies. The estimate is 100 in FY 1983; and
- ° to process new withdrawals on a pipeline basis (75 in FY 1983).

Authorization Requirement

FLPMA Section 204(k) authorizes appropriations of \$10,000,000 for processing withdrawal applications, and Section 204(l) authorizes appropriations of \$10,000,000 for withdrawal review. The following table represents actual expenditures through FY 1981 and estimates for FY 1982 and 1983.

Withdrawal Processing and Review Expenditures
(\$ in millions)

	<u>FY 77</u>	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>
Processing							
Annual	.3	.5	.8	1.1	.8	.6	.6
Cumulative	.3	.8	1.6	2.7	3.5	4.1	4.7
Review							
Annual	--	.3	1.3	1.9	2.4	3.5	3.5
Cumulative	--	.3	1.6	3.5	5.9	9.4	12.9

Authorization for withdrawal processing and review currently exists in both FLPMA and the BLM Quadrennial Authorization Act (P.L. 94-352) through FY 1982. Additional authorization amounts for FY 1983 to cover withdrawal review are required at the proposed level of funding.

Base Program

The Federal Land Policy and Management Act (FLPMA), Section 204(l) requires a comprehensive 15-year review of certain withdrawals of Federal lands in the 11 western states, exclusive of Alaska. (There are extensive withdrawals in Alaska, but these do not fall under the review authority of FLPMA and are being reviewed under the Alaska Native Claims Settlement Act.) A "withdrawal" segregates land from multiple use and dedicates it to a single or dominant use. Land classification orders have a similar impact.

FLPMA was, in part, a response to the concern that withdrawals were being processed independently with no consideration of the cumulative or long-term impacts, especially on mineral and energy development. An initial inventory (late 1979) under provisions of Section 204(e) of FLPMA identified 6,332 withdrawals covering 54.9 million acres. Classification orders segregate another 114 million acres partially or wholly from entry under the public land laws, including in some cases mining and mineral leasing.

The concern about withdrawals and classification orders, and their implications for access to energy and mineral deposits is also implicit in the Secretary's desire to establish a strategic minerals policy. Withdrawals may prevent development of minerals which are vital to the Nation's defense.

FLPMA also requires that all applications for withdrawals and revocations pending at the time of passage be processed by 1991 and that all such applications filed after passage be processed within two years. This is to limit the segregative (or de facto withdrawal) effect of such applications.

With the President's and Secretary's emphasis on energy and mineral development, it is essential that withdrawal and classification reviews be conducted systematically and expeditiously to remove unnecessary impediments. This will make the maximum amount of public land available for multiple use.

A number of steps are being taken to streamline the withdrawal processing and review program, including:

- ° combining land reports, mineral reports, and environmental assessments (if needed) into one document, substantially reducing duplication,
- ° eliminating the need for reports from the Geological Survey regarding leasable minerals and reducing report requirements for locatable minerals prepared by BLM minerals specialists, and
- ° eliminating the need for environmental assessments on about 90 percent of the reviews, revocations, and classification cancellations in accordance with new guidelines for categorical exclusions.

These changes have been conveyed to BLM field offices and were fully implemented at the start of FY 1982. The streamlined procedures entail:

1. Field review of the withdrawal.
2. Review of pertinent documents, i.e., land use plans, current mineral data, etc.
3. Preparation of Land Report including resource values, environmental analyses, mineral assessments, recommendations on withdrawal as to retention or revocation, etc.
4. Preliminary decision by the field land managers.

5. Preparation of recommendation memorandum and Public Land Order.
6. Submission for final approval.

Other governmental agencies' review will require joint coordination and submissions. It is estimated that the streamlining process will reduce costs by more than 30 percent for withdrawal and classification reviews and revocations (cost/case is estimated at \$2,700); costs for processing new withdrawals will remain at the current level.

<u>Workload Measure</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>
Withdrawal Reviews (cases)	521	745	600	600
New Withdrawals Processed (cases)	22	20	20	15
Revocations Processed (cases)	281	250	250	250
Classifications Reviewed (cases)	472	400	200	200

Decrease for FY 1983

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Decrease</u>
\$	4,148	3,748	- 400
(FTE-T)	(146)	(126)	(-20)

A net decrease of \$400,000 and 20 FTE's is proposed for FY 1983. The decrease will not result in any decrease in withdrawal reviews. The review of classifications will drop from 400 to 200 cases in the base program. This will complete 90 percent of the classification reviews. The remaining reviews will be completed by 1987. There will be a decrease in the number of new withdrawals processed; but this is consistent with an intent of the withdrawal program specifically, to tighten control on the granting of withdrawals. The number of new withdrawals granted in the future should decrease. The number of revocations should remain constant as reviews are completed and lands are identified for revocation. It is not practical to fund the program at its current level and increase the number of withdrawal reviews because:

- ° By 1983, all BLM withdrawals will have been reviewed, and only other-agency withdrawals will remain. The 9-year other-agency review schedule will depend on other agencies' funding programs and cooperation. BLM will be negotiating schedules with the other agencies in FY 1982.
- ° FY 1982 will be the peak year for total units accomplished (cases reviewed) in the program, requiring a 40 percent increase in funding from the FY 1981 level. The funding needs of the program in FY 1983 and beyond should remain fairly constant at the FY 1983 level of effort.

The following table indicates casework that will be completed in FY 1983.

<u>Workload Measure</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimates</u>	<u>Decrease</u>
Withdrawal Reviews (cases)	600	600	--
New Withdrawals Processed (cases)	20	15	- 5
Revocations Processed (cases)	250	250	--
Classification Reviews (cases)	200	200	--

Object Classification Distribution

The object class detail for this proposed \$400,000 decrease is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Realty Specialists	GS-7/11	19	\$335,046
Land Law Examiner	GS-7/11	<u>7</u>	<u>136,339</u>
Total		26	471,385
Lapse percentage		<u>25%</u>	<u>+117,846</u>
Full time equivalents - Total		20	353,539
Personnel benefits			<u>46,461</u>
Total			\$400,000

Justification of Program and Performance

Activity: 3. Renewable Resources Management
Subactivity: A. Forest Management

(dollar amounts in thousands)

<u>Program Elements</u>	1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Forest Management (\$) (Public Domain) (FTE-T)	6,031 (217)	6,112 (217)	5,112 (172)	- 1,000 (-45)
Forest Management (\$) (Western Oregon) (FTE-T)	2,139 (---)	2,139 (---)	939 (---)	- 1,200 (---)
Total Requirements (\$) (FTE-T)	8,170 (217)	8,251 (217)	6,051 (172)	-2,200 (-45)

Authorization

43 U.S.C. 1748
P.L. 94-579
P.L. 95-352

Section 318 of the Federal Land Policy and Management Act requires reauthorization of BLM appropriations every four years. The current authorization (P.L. 95-352) provides for appropriations through 1982; appropriations for 1983 require the enactment of a new authorization.

43 U.S.C. 1711,
1732; P.L. 94-579

The Federal Land Policy and Management Act of 1976, Section 302, provides for management, protection, and marketing of resources on a sustained yield basis; Section 201(a) provides for the preparation and maintenance, on a continuing basis, of an inventory of public land resources and other values.

16 U.S.C. 594
42 Stat. 857
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

Objective

The objective of the Forest Management Program is to ensure that all public land forests available for harvest are managed effectively and efficiently to help meet current and future domestic needs for timber and other forest products by:

- ° implementing environmentally-sound harvesting and management practices on all forest areas, including planting, thinning, site and stand work, and pest control;
- ° making approximately 1 billion board feet of timber available over the next decade, with 97 million board feet (MMBF) scheduled to be offered for sale in FY 1983; and
- ° issuing an estimated 22,100 fuelwood permits annually to satisfy an estimated annual demand for 200,000 cords of fuelwood.

This subactivity includes management of the public domain forested lands in both the western States and those in western Oregon intermingled with the O&C lands. The program for each area is discussed separately below.

PUBLIC DOMAIN

This program element deals only with forest management and development on public lands outside of western Oregon.

Base Program

The FY 1983 base level of \$6,112,000 would continue the FY 1982 level of effort. A summary of workload data which directly supports the objectives above is as follows:

<u>Workload Measure</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>FY 1983 Base</u>	<u>Benefit</u>
Volume of timber sold (MMBF)	97	97	97	Wood/Receipts
Fuelwood and other forest products permits issued (#)	16,000	22,100	22,100	Wood/Receipts
Forest land inventoried (000 acres)	265	265	265	EIS/EA Schedule
Activity plans prepared (#)	90	90	90	EIS/EA Schedule
Pest control practices (acres)	50,000	50,000	50,000	Sustained yield
Planting, site and stand improvement (acres)	7,000	7,000	7,000	Sustained yield
Seedlings planted (000)	1,400	1,400	1,400	Sustained yield

Receipts from all forest products from public lands outside of western Oregon were \$15.7 million in FY 1981. For 1982, the estimate is \$15.7 million and \$19.7 million for 1983.

Decrease for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Decrease</u>
\$	6,112	5,112	-1,000
(FTE-T)	(217)	(172)	(-45)

The proposed decrease of \$1,000,000 will be achieved by targeting forest management and commercial timber management activities to the most productive areas and reducing costs in less productive areas where sales are less cost-effective. In addition, increased program efficiencies can be gained by decreasing the level of inventory and planning associated with management practices since most of this workload has already been completed.

The following workload changes will occur:

<u>Workload Measure</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Decrease</u>	<u>Impact</u>
Forest land inventoried (000 acres)	265	150	-115	EIS/EA Schedule
Activity plans prepared (#)	90	41	-49	EIS/EA Schedule
Pest control practices (acres)	50,000	12,000	-38,000	Sustained yield
Planting, site and stand improvement (acres)	7,000	6,500	-500	Sustained yield
Seedlings planted (000)	1,400	864	-536	Sustained yield

Experience has shown that, in some areas, the cost of management is greater than revenues generated from timber sales. BLM is undertaking a review of the program to isolate the reasons for these relationships and to ascertain where and how funding can be best used.

Object Classification Distribution

The object class detail for the proposed \$1,000,000 decrease is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Annual Salary</u>
Forestry Technicians	7	42	\$ 691,026
Forestry Aid	5	18	231,372
Total		60	922,398
Lapse percentage		25%	+ 230,599
Full time equivalent - Total		45	691,799
Personnel benefits			87,460
Travel and transportation of persons			75,000
Printing and reproduction			15,000
Other services			115,741
Supplies and materials			15,000
Total			\$1,000,000

WESTERN OREGON

Base Program

The base level of \$2,139,000 will continue the FY 1982 level of effort in forest management and development on public lands in western Oregon. Approximately 10 percent of the public forest lands in western Oregon intermingled with the revested Oregon and California Grant Lands and Coos Bay Wagon Road (CBWR) lands are public domain lands. These funds are combined with the Oregon and California Grant Lands Funds for the management of all BLM-administered lands in western Oregon.

Since the entire western Oregon base program is included as a portion of the Oregon and California (O&C) Grant Lands Appropriation program justification, the total workload measures are depicted within the O&C Grant Lands Timber Management and Protection Program.

Decrease for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Decrease</u>
\$	2,139	939	-1,200
(FTE-T)	(--)	(--)	(--)

The \$1,200,000 decrease includes \$1,000,000 for the Forestry Intensified Research Program which is being requested as an increase in the Oregon and California Grant Lands Timber Development Program.

The remaining decrease will be achieved by targeting forest management and commercial timber management activities to the most productive areas and reducing costs in less productive areas where sales are less cost-effective.

Object Class Distribution

The object class detail for the proposed \$1,200,000 decrease is as follows:

Printing and reproduction	\$ 5,000
Other services	1,100,000
Supplies and materials	95,000
Total	<u>\$1,200,000</u>

Justification of Program and Performance

Activity: 3. Renewable Resources Management
Subactivity: B. Range Management

(dollar amounts in thousands)

<u>Program Elements</u>	1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Wild Horse and Burro Management (\$) (FTE-T)	5,366 (108)	5,412 (108)	4,312 (98)	-1,100 (-10)
Grazing Management (\$) (FTE-T)	35,620 (990)	36,069 (990)	32,269 (930)	-3,800 (-60)
Total Requirements (\$) (FTE-T)	40,986 (1,098)	41,481 (1,098)	36,581 (1,028)	-4,900 (-70)

Authorization

43 U.S.C. 1748
P.L. 94-579
P.L. 95-352

Section 318 of the Federal Land Policy and Management Act requires reauthorization of BLM appropriations every four years. The current authorization (P.L. 95-352) provides for appropriations through 1982; appropriations for 1983 require the enactment of a new authorization.

43 U.S.C. 1711,
1732, 1751, 1753
P.L. 94-579

The Federal Land Policy and Management Act of 1976 authorizes range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.

43 U.S.C. 1901
P.L. 95-514

The Public Rangelands Improvement Act of 1978 requires the improvement of range conditions on public rangelands, research on horse and burro population dynamics, and other range management practices.

42 U.S.C. 1241-1243
P.L. 90-583

The Carlson - Foley Act of 1968 authorizes the agency to reimburse states for expenditures associated with coordinated control of noxious plants.

43 U.S.C. 315
P.L. 73-482

The Taylor Grazing Act of 1934, as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry.

42 U.S.C. 4321, 4331-4335, and 4341-4347
P.L. 91-190

The National Environmental Policy Act of 1969 requires the preparation of an environmental impact statement for any Federal project which may have a significant effect on the environment.

7 U.S.C. 1012-1013A
P.L. 75-210

The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands.

16 U.S.C. 1331-1340
P.L. 92-195

The Wild Free-Roaming Horse and Burro Act of 1971, as amended, provides for management and protection of wild horses and burros.

Objectives

The objectives of BLM's Range Management Program are:

- ° to authorize livestock grazing of the public rangelands under the principles of multiple use and sustained yield, consistent with appropriate stocking levels determined from the best available information;
- ° to protect, maintain, and improve the rangeland resources by making and implementing equitable and supportable decisions about land-use, resource allocation, and grazing authorization in a timely fashion and through the resource management planning process;
- ° to conduct the level of soil and vegetation inventories necessary to make management decisions and provide a baseline for monitoring;
- ° to increase and encourage systematic cooperation, consultation, and coordination with rangeland users and intermingled landowners as part of the land-use and grazing management decisionmaking process;
- ° to provide for the protection and management of wild horses and burros and their habitat;
- ° to increase cooperative programs with states for noxious weed control by the use of Public Law 90-583, the Carlson - Foley Act of 1968;
- ° to initiate cost-effective rangeland improvements that will help improve the condition of the lands for livestock grazing, wildlife habitat, wild horses and burros, watershed protection, etc.; and

- ° to monitor rangeland resources and livestock use to assist in determining proper stocking levels and to evaluate the effectiveness of management actions in achieving resource management objectives.

WILD HORSE AND BURRO MANAGEMENT

Base Program

The Wild Free-Roaming Horse and Burro Act was passed by Congress in 1971 to preserve a living symbol of the historic and pioneer spirit of the West and to prevent branding, capture, harassment, and destruction of these animals. BLM was given the responsibility to protect and manage these animals as an integral part of the public land's natural ecosystem.

Wild horses and burros share forage, water, and space with livestock and wildlife. Most interest groups concede that forage consumption exceeds current production of forage in many areas of the West, but seldom agree as to which animals are to be removed. The controversy intensifies when wild horses and burros are captured, and the question arises over what to do with the animals. Animal protection groups vehemently oppose destruction. Such groups recently organized to remove burros from the Grand Canyon rather than allow the National Park Service to destroy them in an attempt to prevent further damage to the Park. By law, the Bureau must provide animals for private care as long as an adoption demand exists. Accordingly, BLM developed the "Adopt-a-Horse (Burro) Program" to find qualified people to assume care and maintenance of excess animals. Since the program's establishment, over 34,000 animals have been adopted nationwide.

In order to reduce costs and improve the program, the Bureau is considering the following regulatory, legislative, and policy changes will be made by mid-FY 1982:

- ° automatic transfer of title to adopted animals after the animals have been maintained under cooperative agreement for one year;
- ° elimination of the joint BLM/Forest Service Biennial Report to Congress; and
- ° elimination of the requirement to conduct public hearings before using helicopters in the removal of excess animals.

In addition, a standard adoption fee of \$200 for horses and \$75 for burros became effective on January 2, 1982. Previously, adoption fees ranged from \$0 to \$150. Adopters must also pay transportation charges from the point of shipment to the adoption point. The partial reimbursement of adoption and transportation costs will make the program more self-sustaining and make more funds available for additional removals and for on-the-ground herd management. These funds are deposited in and used from accounts established in the Bureau's Service Charges, Deposits and Forfeitures Appropriation.

<u>Workload Measure</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>Estimated FY 1983</u>
Animals removed	11,356	12,000	10,100
Compliance checks	1,850	500	500
Activity plans implemented	9	15	15
Animal census (million acres)	22	10	10
Research projects	9 1/2	8	--

1/ Two starts, six ongoing, one concluded.

Decrease for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Decrease</u>
\$	5,412	4,312	-1,100
(FTE-T)	(108)	(98)	(-10)

The proposed decrease of \$1,100,000 will result in a reduction in program outputs as indicated below:

<u>Workload Measure</u>	<u>FY 1982</u>	<u>FY 1983</u>	<u>Change</u>
Animals removed	12,000	10,100	-1,900
Research projects	8	--	-8

The decrease in Research will terminate all BLM-supported research on wild horses and burros. Funds remain available to complete a report to Congress on wild horse and burro research as required by the Wild Free-Roaming Horse and Burro Act, as amended (P.L. 92-195).

The decrease tracks reduced costs resulting from proposed regulatory, legislative, and policy changes. The funds still allocated to such activities as management, studies, inventory, and maintenance are needed to support removal activities, which remain of highest priority in BLM's wild horse and burro program.

The following table indicates how this decrease will be distributed:

\$(000)

<u>Activity</u>	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Change</u>
Management Operations	700	600	- 100
Inventory	100	100	--
Monitoring/Studies/Research	1,200	650	- 550
Environmental Analysis	100	100	--
Use Adjustment/Authorization	2,812	2,362	- 450
Use Supervision	100	100	--
Herd Management Planning	200	200	--
Development	100	100	--
Maintenance	100	100	--
Total	\$5,412	\$4,312	-1,100

Object Class Distribution

The object class detail for the proposed \$1,100,000 reduction is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Range Conservationist	9	3	\$ 58,431
Range Technicians	7	2	32,906
Wranglers	5	8	106,256
Total		13	197,593
Lapse percentage		25%	+49,398
Full time equivalents - Total		10	\$ 148,195
Personnel benefits			20,005
Travel and transportation of persons			25,000
Travel and transportation of things			100,000
Other services			796,800
Supplies and materials			10,000
Total			\$1,100,000

GRAZING MANAGEMENT

Base Program

Approximately 5.6 million cattle, sheep, goats, and horses depend upon the public rangelands for all or part of their yearly forage requirement. BLM issues 25,000 grazing permits annually to authorize grazing use on 170 million acres. Administering grazing on the public lands requires sufficient capability for determining the amount of vegetation available for livestock, developing proper methods of grazing, implementing grazing management plans, supervising grazing for compliance with authorizations, monitoring and revising management plans and methods, and maintaining rangeland improvement projects.

<u>Workload Measure</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>Estimated FY 1983</u>
Grazing EISs completed	13	20	16
AMPs implemented	101	270	170
Allotments supervised	2,600	3,000	3,450
Allotments monitored	1,800	3,000	3,450
Inventory (million acres)	21.6	16	13
Maintenance			
Fence (miles)	95	475	285
Facilities	50	670	300
Acres treated	3,150	6,650	6,650

In the mid-1960s, BLM initiated an intensive grazing management program to improve rangelands that were considered to be in less than satisfactory condition. Studies indicate that, with proper management, the productivity of the public rangelands, measured in tons of forage produced, can be increased significantly. By 1975 1,158 separate management plans, called allotment management plans (AMPs), had been implemented on about 25 million acres and have shown that the rangelands covered by these plans have either improved or remained stable.

AMPs are the Bureau's basic tool for protecting and improving rangeland conditions; implementation includes making cost-effective rangeland improvements such as fences, water facilities and land treatments, installing monitoring studies, with initial data gathering, more intensive supervision of the prescribed grazing actions, as well as closer coordination and consultation with each operator.

In 1975, AMP implementation was delayed pending completion of grazing environmental impact statements (EISs). The EISs are being prepared under a schedule resulting from a court ruling on the Natural Resources Defense Council (NRDC) et. al. v. Morton et. al. case which required BLM to prepare 144 EISs by the end of 1988. The following table shows the status and schedule for completing the court-mandated EISs:

Status of Range EISs

	Completed through <u>FY 1980</u>	<u>FY</u> <u>1981</u>	<u>FY</u> <u>1982</u>	<u>FY</u> <u>1983</u>	1984 to <u>1988</u>	<u>Total</u>
EISs (#)	37	13	20	16	58	144
Acreage (million acres)	49.6	20.4	25.5	16.7	61.6	173.8

With completion of the first grazing EISs in 1979, BLM resumed implementation of AMPs. Since 1979, AMPs have been implemented as follows:

Status of AMP Implementation

	Completed Before <u>FY 1975</u>	<u>FY</u> <u>1979</u>	<u>FY</u> <u>1980</u>	<u>FY</u> <u>1981</u>	<u>FY</u> <u>1982</u>	1983 and <u>After</u>	<u>Total</u>
AMPs							
Implemented (#)	1,158	60	101	101	270	3,810	5,500
Acreage (million acres)	25.0	2.4	4.1	4.1	4.3	80.1	120.0

Once the plans have been implemented, they will be monitored to:

- ° ensure that the objectives of the management plan are being met,
- ° ensure that improvements are effective,
- ° determine whether future improvements can be developed more efficiently,
- ° determine whether grazing use should be adjusted,
- ° protect the multi-million dollar investment in range improvements, and
- ° ensure that resources are appropriately used and protected.

Monitoring results provide the basis for making equitable decisions and taking appropriate actions.

In keeping with these needs, the Bureau is developing an improved policy for meeting the objectives of the grazing program. This policy is in response to a number of factors, including: 1) the need to reduce expenditures for production-oriented inventories, 2) the need to increase expenditures for on-the-ground development and to accelerate its pace on those lands which need to be improved and have a high probability for successful, cost-effective improvement, and 3) concern that a one-year inventory is not an adequate basis for adjusting livestock use.

This policy involves a shift from intensive inventories to base line inventories and multi-year monitoring of range conditions before deciding if livestock adjustments are needed. Inventories will be reduced from 16 million acres in FY 1982 to 13 million acres in FY 1983. This will result in a shift in base funds from inventory to multi-year monitoring. This shift will enable BLM to establish a monitoring system in advance of grazing EISs to be completed in 1983 and beyond (covering 450 allotments at \$2,666 each) and thereby allow grazing decisions on those allotments to be based on multi-year data. Monitoring has previously been established on 3,000 allotments where annual costs to acquire and analyze data average \$1,166 each.

The Public Rangelands Improvement Act (PRIA) of 1978, Section 12(b) requires the Bureau to complete a study of grazing fees in 1985 in cooperation with the Forest Service to evaluate the grazing fee established in Section 6 of the Act and other grazing fee options. Some decisions regarding methods (in-house vs. contract) and intensity remain to be made by the Bureau. Depending on estimates of cost for FY 1983, further adjustments in the workload measures may be required.

The public interest benefits from improving the condition and productive capacity of the public rangelands. These lands are generally of a fragile nature because of the semi-arid climate of the region which means low rainfall, fragile soils, and sparse vegetation. Thus, the condition of these lands can quickly deteriorate if improperly used or over-used. Poor range conditions prevent the public from realizing the full benefits of the public lands, depress the fair market value of forage, adversely impact local economies, individual livestock operators, and wildlife, and destroy the watershed values of the lands.

Decrease for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Decrease</u>
\$	36,069	32,269	-3,800
(FTE-T)	(990)	(930)	(-60)

The proposed \$3,800,000 decrease will result in the following changes in funding and workloads:

	<u>\$(000)</u>		
<u>Activity</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Increase/ Decrease</u>
Management Operations	6,800	6,500	- 300
Inventory	5,800	5,500	- 300
Studies/Research	600	600	--
Environmental Analysis	4,600	4,400	- 200
Use Authorization	2,230	2,230	--
Allotment Supervision	1,435	1,600	+ 165
Monitoring	3,500	4,600	+1,100
Allotment Management Plans	1,100	1,000	- 100
Development	8,804	5,139	-3,665
Maintenance	1,200	700	- 500
Total	36,069	32,269	-3,800

<u>Workload Measure</u>	<u>FY 1982</u>	<u>FY 1983</u> <u>Estimate</u>	<u>Increase/</u> <u>Decrease</u>
Grazing EISs completed	20	16	- 4
AMPs implemented	270	170	- 100
Allotments supervised	3,000	3,450	+ 450
Allotments monitored	3,000	3,450	+ 450
Inventory (million acres)	16	13	- 3
Maintenance			
Fence (miles)	475	285	- 190
Facilities	670	300	- 370
Acres treated	6,650	6,650	--

The decrease in completion of grazing EISs is an anomaly that results from three or four EISs scheduled for completion in FY 1981 carrying over into FY 1982. There is no impact on the EIS court-ordered schedule from the proposed funding level.

In addition, vegetation production surveys will be reduced and multi-year monitoring increased to conform with BLM's new rangeland policy. This is reflected in 3 million fewer acres being inventoried but 450 more allotments being supervised and monitored.

The other significant change arises from a new policy on expenditure of rangeland improvement funds. Beginning in 1984, the Rangeland Improvements account will be used exclusively for on-the-ground development and project survey and design. Other expenses associated with placing improvements on the ground (such as contracting, typing, filing, and environmental analysis) will be borne by the Grazing Management program or other appropriate resource program. These efforts will be absorbed in Management Operations and Environmental Analysis as shown in the table above as well as in other resource programs. At the same time the livestock operator will maintain existing and future improvements regardless of whether the United States paid for the improvement initially. The livestock operator receives a credit in the present grazing fee formula for maintenance, so this policy reflects that credit. This policy will be phased over a period of three years. This reduces the need for maintenance funding in the Grazing Management account as well as in the Range Improvements appropriation; however, land treatments will still be maintained by BLM.

The most significant program change will be the reduction in funding for on-the-ground development, resulting in a decrease in 100 AMPs implemented. At present funding levels, all AMPs would be implemented by 1996 (eight years after the final EIS is written). The reduction will result in postponing the completion date for AMP implementation by nine years. However, development of new improvements will be undertaken in concert with monitoring efforts which should indicate the effectiveness of existing improvements and determine whether further developments are required.

Object Class Distribution

The object class detail for the proposed \$3,800,000 reduction is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Annual Salary</u>
Natural Resource Specialist	11	6	\$ 155,604
Archaeologist	11	2	51,848
Range Conservationist	9	8	176,584
Range Conservationist	7	12	216,552
Range Conservationist	5	10	128,540
Range Technician	4	10	118,730
Engineering Technician	5	8	102,832
Engineering Aid	4	10	118,730
Range Aid	4	10	118,730
Clerk	4	4	47,492
Total		80	\$1,235,642
Lapse percentage		25%	+ 308,911
Full time equivalents - Total		60	\$ 926,731
Personnel benefits			125,110
Travel and transportation of persons			175,000
Transportation of things			30,000
Other services			778,000
Supplies and materials			85,000
Lands and structures			1,680,159
Total			\$3,800,000

Justification of Program and Performance

Activity: 3. Renewable Resources Management
Subactivity: C. Soil, Water and Air Management

(dollar amounts in thousands)

<u>Program Elements</u>	1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Soil, Water, and Air Management (\$) (FTE)	16,932 (340)	17,072 (340)	14,772 (295)	- 2,300 (-45)

Authorization

43 U.S.C. 1701, 1711
P.L. 94-579

The Federal Land Policy and Management Act of 1976 (FLPMA) provides for management of public lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values and the preservation and protection of certain lands in their natural condition. It also provides for the preparation and maintenance of an inventory of public land resources and other values on a continuing basis. It also requires compliance with applicable state and Federal air and water pollution control laws.

43 U.S.C. 315
P.L. 73-482

The Taylor Grazing Act of 1934, as amended, provides for the study of erosion control and development of improvements necessary to maintain and increase water supply.

43 U.S.C. 4321, 4331-
4335, and 4341-4347
P.L. 91-190

The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects which may have a significant effect on the environment.

16 U.S.C. 590a et. seq.
P.L. 74-46

The Soil Conservation and Domestic Allotment Act of 1935, as amended, provides for the prevention and control of erosion on grazing and forest lands.

33 U.S.C. 404
P.L. 95-217
P.L. 95-217

The Clean Water Act, as amended, requires BLM to participate with state and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing Best Management Practices for the control of non-point source pollution.

43 U.S.C. 1901 et. seq.
P.L. 95-514

The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends of public rangelands. Improvements include any program to provide water, stabilize soil and water conditions and provide habitat for livestock and wildlife.

42 U.S.C. 201
P.L. 95-190

The Safe Drinking Water Amendments of 1977 amended Section 2 of the Safe Drinking Water Act requiring compliance with all Federal, state, or local statutes for safe drinking water.

16 U.S.C. 2001
P.L. 95-192

The Soil and Water Resources Conservation Act of 1977 provides for the conservation, protection, and enhancement of the nation's soil, water, and related resources for sustained use.

42 U.S.C. 7401-7642
P.L. 95-95

The Clean Air Act of 1977, as amended, requires BLM to protect air quality, maintain Federal and state designated air quality standards and to abide by the requirements of the state implementation plans.

Objectives

- ° to reduce erosion, minimize sedimentation and siltation, promote water infiltration by increasing ground cover, and ensure the stability and productivity of rangeland soils by treating 10,000 acres and maintaining 24 major flood/erosion control structures;
- ° to promote the availability of water of sufficient quantity and quality for basic multiple-use needs by inventorying 8,000 sources and by protecting or acquiring about 2,500 appropriative water rights in compliance with state law;
- ° to meet Federal and state water-quality standards;

- ° to manage floodplains to reduce the risk of flood loss, to minimize the impact of floods on human safety, health, and welfare, and to restore and preserve the natural and beneficial values;
- ° to protect groundwater recharge areas and preserve groundwater supplies and quality from indiscriminate use and contamination;
- ° to support multiple-use planning, development and management of natural resources by assuring compliance with Federal, state, and local air quality standards and regulations in a practical, expeditious and environmentally-sound manner;
- ° to provide climate, meteorology, and other air resource information and technical assistance to support Energy, Minerals, Forestry, and Rangeland Management; and
- ° to assess the significance of acid rain in the western United States relative to Bureau of Land Management (BLM) decisions affecting energy and mineral development by operating acid rain monitoring stations as part of the Federal Acid Rain Program.

Base Program

The Soil, Water, and Air Management program supports other BLM resource programs, primarily through basic inventory and management recommendations for soil, water, and air resources. The program also conducts monitoring, studies, and research to determine the effectiveness of the applied management practices and to measure water quality and quantity, soil erosion, and air quality. Responsibility for implementing Section 208 water quality plans also rests with this program. In addition, the development and maintenance of erosion, flood, and salinity control facilities is funded in this program. During the past 40 years, BLM has invested hundreds of millions of dollars in an estimated 20,000 erosion control structures and facilities. The program provides the funds to protect this Federal investment by maintaining these structures. Funds are also provided to restore eroded watersheds.

The program also includes \$600,000 for management of paleontologic resources as well as assessment of geologic resources. The assessments, primarily through literature searches of existing data coordinated with energy and mineral assessments, will satisfy a critical need in expediting Bureau decisionmaking on land exchanges, energy and mineral development, and other high-priority land use decisions.

The soil, water, and air inventories are used for developing land use plans and preparing EISs, particularly those associated with grazing and energy-mineral development. To assess the effect of current use and predict potential use, soil inventories will be conducted on about 13 million acres in FY 1983. The inventories will directly affect land use allocations and are a pre-requisite to reducing and controlling erosion caused by energy and mineral development, grazing, and timber harvesting.

Water inventories also identify and quantify current water uses on the public lands to ensure continued availability of water for authorized uses that depend upon an annual source of water. In FY 1981, funding was increased to identify and quantify Federal water rights and determine Federal reserve rights based on realistic estimates of need. There are an estimated 95,000 existing water uses which will have to be reviewed to determine their legal status as either Federal reserved, appropriated under state law, or not requiring a state water right.

The air program provides technical assistance, technical data, and contract direction for oil shale and coal leasing EIS's/other energy and mineral development activities, as well as support to other Bureau programs including grazing management and planning.

In support of the National Acid Precipitation Assessment Plan and as a member of the Interagency Task Force on Acid Precipitation, the Bureau will continue acid rain monitoring in the western United States. The air program budget includes an acid rain monitoring budget of \$65,000 as part of the National Acid Precipitation Assessment Plan, Task D, Deposition Monitoring.

Decrease for FY 1983

	<u>1983 Base</u>	<u>1983 Estimated</u>	<u>Decrease</u>
\$	17,072	14,772	-2,300
(FTE-T)	(340)	(295)	(-45)

A decrease of \$2,300,000 is proposed for FY 1983. The following table indicates how this decrease will be distributed.

	<u>\$(000)</u>		
<u>Work Task-Job</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Decrease</u>
Management Operations	4,700	4,260	- 440
Inventory	6,000	5,200	- 800
Monitoring/Studies/Research	2,200	1,630	- 570
Environmental Analysis	200	200	--
Use Supervision	200	200	--
Activity Planning	400	400	--
Paleontology/Geology	600	600	--
Water Rights	1,000	760	- 240
Development	1,072	822	- 250
Maintenance	700	700	--
Total	17,072	14,772	-2,300

Accomplishments of the soil, water, and air program will include:

<u>Workload Measure</u>	<u>FY 1981 Actual</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Decrease</u>
Inventories (million acres)	20	30	24	-6
Studies/Research (#)	379	42	28	-14
Environmental assessments (#)	16	11	11	--
Activity plans prepared (#)	15	25	25	--
Water rights field examinations (#)	9,600	8,000	6,000	-2,000
Land/Watershed treatments (acres)	15,100	10,000	7,800	-2,200
Projects/ facilities developed (#)	40	40	30	-10
Major flood/erosion control structures maintained (#)	22	24	24	--
Other projects maintained (#)	132	285	285	--

The proposed reduction will have the following impacts:

- A. Soil - BLM's new rangeland strategy emphasizes multi-year monitoring of rangeland conditions. This will reduce vegetation production inventory costs. Soil inventories, however, are absolutely essential baseline data for the success of the new strategy.

Soil inventories will be reduced from the FY 1982 level. This will meet the grazing EIS schedule and energy development leasing goals. Lower priority project development will be deferred by postponing construction of some facilities.

- B. Water - Compliance monitoring and problem assessment investigations, required remedial actions, and maintenance of existing water control structures will be given a high priority at the proposed funding level.

Funding for state water rights filings will be reduced by 24 percent. The proposed level of funding will be used to meet requirements for court-and state-mandated deadlines where filings must be made by the United States in compliance with state law.

Water inventories which provide quantitative data on public land water resources necessary for adjudications, watershed and water quality improvements, grazing EISs and wildlife and recreation developments will be reduced by about 20 percent.

- C. Air - The proposed funding level will provide support for the energy, minerals, and grazing programs. Budget reductions would eliminate approximately \$90,000 in air quality, climate, and meteorology studies and inventory used in EISs/EAs, range forage production modeling, and prescribed fire/smoke management.

Air quality training and policy development for compliance with forthcoming revisions to the Clean Air Act will be accomplished within the reduced budget.

Object Class Distribution

The object class detail for the proposed \$2,300,000 reduction is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Annual Salary</u>
Engineer	12	5	\$ 160,065
Natural Resource Specialist	12	5	150,645
Natural Resource Specialist	12	10	267,100
Range Conservationist	11	10	267,100
Soil Conservationist	11	3	75,414
Range Technician	7/9	10	188,800
Engineer Technician	7/9	6	113,280
Equipment Operator	9	6	124,650
Secretary	5	2	43,698
Clerk	4	3	39,066
Total		60	1,429,818
Lapse percentage		25%	+ 357,455
Full time equivalents - Total		45	1,072,363
Personnel benefits			107,250
Travel and transportation of persons			25,000
Transportation of things			18,000
Printing and reproduction			4,000
Other services			871,387
Supplies and materials			10,000
Equipment			4,000
Lands and structures			188,000
Total			\$2,300,000

Justification of Program and Performance

Activity: 3. Renewable Resources Management
Subactivity: D. Wildlife Habitat Management

(dollar amounts in thousands)

Program Elements		1982	FY	FY	Inc. (+)
		Approp. Enacted to Date	1983 Base	1983 Estimate	or Dec. (-)
Wildlife Habitat Management	(\$) (FTE-T)	14,778 (376)	14,942 (376)	13,642 (346)	-1,300 (-30)

Authorization

43 U.S.C. 1701, 1711
P.L. 94-579

The Federal Land Policy and Management Act of 1976 directs that the public lands be managed in a manner that will provide food and habitat for fish and wildlife. Section 201(a) provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.

16 U.S.C. 715
P.L. 70-770

The Migratory Bird Conservation Act of 1929, as amended, provides for the designation of certain areas of lands and water for migratory birds.

16 U.S.C. 1531 et. seq.
P.L. 93-205

The Endangered Species Act of 1973 provides for the protection of endangered species and their habitats.

16 U.S.C. 670 et. seq.
P.L. 93-452

The Sikes Act of 1974 provides for the conservation, restoration, and management of species and their habitats in cooperation with state wildlife agencies.

43 U.S.C. 1181
P.L. 75-405

The Conservation of Timber on Certain Lands in Oregon Act of 1937, as amended, provides for multiple-use management of the revested Oregon and California Railroad grant lands.

43 U.S.C. 315
P.L. 73-482

The Taylor Grazing Act of 1934, as amended, provides for wildlife management on public lands.

16 U.S.C. 673
P.L. 94-389

Joint Resolution for Federal Participation in Preserving the Tule Elk Population in California, provides for the protection and management of the Tule Elk herds in California.

43 U.S.C. 1901 et. seq.
P.L. 95-514

The Public Rangelands Improvement Act of 1978 directs that condition of the public rangelands be improved.

16 U.S.C. 3101 et. seq.
P.L. 96-487

The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) provides for the designation and conservation of certain public lands in the State of Alaska, including the designation of units of the National Park, National Wildlife Refuge, National Forest, National Wild and Scenic Rivers, and National Wilderness Preservation Systems, and for other purposes.

42 Federal Register 26961
EO 11990

Executive Order 11990, Protection of Wetlands (May 24, 1977) directs that wetland and riparian habitats on the public lands be identified, protected, enhanced, and managed.

Objectives

The objectives of the Wildlife Habitat Management Program are:

- ° to maintain and/or improve the wildlife habitat aspects of rangeland resources (i.e., food, cover, water, living space, and their proper mixture) on 6.5 million acres at desired levels of quality, quantity, and diversity (approximately 30 million acres of habitat are currently under management);
- ° to ensure the protection of 60 threatened and endangered species and 1,306 sensitive plant and animal species and provide for their ultimate recovery;
- ° to ensure that wildlife information and support is provided to comply with the Endangered Species Act and other laws and to permit rapid development of priority public land resources (energy/minerals development, livestock grazing, timber harvesting, rights-of-way grants, etc.);
- ° to ensure the full consideration of wildlife resources by other programs and their uses;

- ° to maintain and/or improve 16,000 surface acres of aquatic habitat and 380 miles of streams for commercial and sport fish and other aquatic organisms;
- ° to provide opportunities for consumptive and nonconsumptive public uses of wildlife (2.8 million hunting days, 3.4 million fishing days, and 4.0 million nonconsumptive user days);
- ° to protect wetland and riparian habitats in compliance with Executive Order 11990;
- ° to provide streamlined, effective and efficient planning, inventory, implementation, maintenance and monitoring programs for wildlife habitat management on the public lands; and
- ° to ensure cooperation of the wildlife program with state wildlife agencies, Federal agencies and others, with the benefit of public involvement and consultation.

Base Program

BLM's Wildlife Habitat Management Program protects, manages, and enhances terrestrial, aquatic, wetland, and threatened and endangered species habitats on public lands. Wildlife habitat inventory, planning, environmental assessment, on-the-ground actions, and monitoring are all part of a balanced program.

All of the 325 million acres administered by BLM provide habitat for some species of wildlife including: 248 million acres of big game habitat, 278 million acres of small game habitat, 69 million acres of waterfowl habitat, 80,000 miles of fishable streams, 3.7 million surface acres of lakes and reservoirs, 67 million acres of riparian/wetlands, and over 20 million terrestrial acres and 6,300 stream miles of habitat for 60 threatened and endangered species and 1,306 sensitive species of plants and animals.

Wildlife values produced by the public lands and sustained by BLM habitat management include: 58.3 million pounds of commercial fish; 170,000 big game animals harvested; over 725,000 upland game animals harvested; over 172,000 waterfowl harvested; some 5 million sport fish harvested; and over 5 million non-consumptive wildlife user days and 7.7 million fishing and hunting days. These wildlife resources represent a minimum economic value of over \$241 million.

The Bureau coordinates habitat management and development closely with state wildlife agencies. Approximately 90 percent of the habitat management plans (HMPs) are jointly signed by state wildlife agencies and BLM under Sikes Act authority. HMPs are action plans for wildlife and are used to define objectives, techniques, and monitoring efforts to achieve on-the-ground habitat improvement, protection, and maintenance. Plans are also closely coordinated with other Federal agencies such as the Forest Service and the Fish and Wildlife Service to improve cost effectiveness and ensure that common objectives are met.

There are a number of outputs associated with the wildlife program that are a measure of the public benefit derived from expenditure of these funds. These include the following:

<u>Output</u>	<u>FY 1981 Actual</u>	<u>FY 1982 Estimated</u>	<u>FY 1983 Estimated</u>	<u>Decrease</u>
Terrestrial habitat improved (000/ acres)	7,750	7,500	6,500	-1,000
Aquatic habitat improved (000/ acres)	7	22	20	- 2
Stream habitat improved (miles)	200	500	400	- 100
Management facilities developed	1,000	875	750	- 125
Water facilities developed	395	270	240	- 30
Protective fence installed (miles)	210	204	175	- 29

Decrease for FY 1983

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Decrease</u>
\$	14,942	13,642	-1,300
(FTE-T)	(376)	(346)	(-30)

The following table indicates how the \$1,300,000 program reduction will be distributed within the program:

	<u>\$(000)</u>		
<u>Wildlife Jobs</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Increase/ Decrease</u>
Management Operations	4,442	3,942	- 500
Inventory	2,250	2,250	--
Monitoring/Studies/Research	2,400	2,400	--
Environmental Analysis	200	200	--
Habitat Management Plans (HMPs)	1,000	400	- 600
Development	3,950	3,450	- 500
Maintenance	700	1,000	+ 300
Total	14,942	13,642	-1,300

The funding changes will have the following impact on workload accomplishments:

<u>Workload Measure</u>	<u>FY 1981 Actual</u>	<u>FY 1982 Estimated</u>	<u>FY 1983 Estimated</u>	<u>Increase (+) Decrease (-)</u>
HMPs implemented	140	155	115	- 40
Inventory (million acres)	24.8	12.9	12.0	- 0.9
Research projects (#)	3	14	10	- 4
Studies (#)	3,080	3,900	3,700	- 200
Habitat monitored (000 acres)	8,000	9,800	9,000	- 800
New HMPs prepared	60	35	20	- 15
Riparian habitat monitored (miles)	1,000	1,150	1,000	- 150
Project maintenance (000 acres)	360	400	500	+ 100

The program effect of the reduction will be to reduce the number of HMPs implemented in FY 1983 by 40. This will result in deferring habitat improvement on 1 million acres and decreasing cooperative Sikes Act programs with 12 state wildlife agencies on approximately 6 million acres of public land.

Object Class Distribution

The object class detail for the proposed \$1,300,000 decrease is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Annual Salary</u>
Wildlife Biologist	11	3	\$ 80,130
Wildlife Biologist	9	3	66,219
Natural Resource Specialist	9	12	264,876
Procurement Specialist	7	2	36,092
Engineering Aid	7	5	90,230
Wildlife Technician	5	10	145,660
Clerks	4	5	65,110
Total		<u>40</u>	<u>748,317</u>
Lapse Percentage		<u>25%</u>	<u>+187,077</u>
Full time equivalent - Total		30	\$ 561,240
Personnel benefits			75,767
Travel and transportation of persons			65,000
Transportation of things			24,000
Printing and reproduction			10,000
Other services			391,993
Supplies and materials			22,000
Lands and structures			150,000
Total			<u>\$1,300,000</u>

Justification of Program and Performance

Activity: 3. Renewable Resources Management
Subactivity: E. Recreation Management

(dollar amounts in thousands)

Program Elements		1982 Approp. Enacted To Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Cultural Resources and Natural History	(\$)	4,450	4,498	4,498	---
Management	(FTE-T)	(102)	(102)	(102)	(---)
Wilderness	(\$)	13,862	13,947	12,097	-1,850
Management	(FTE-T)	(189)	(189)	(189)	(---)
Recreation Resource Management	(\$)	5,506	5,580	5,380	-200
	(FTE-T)	(162)	(162)	(157)	(-5)
Total Requirements	(\$)	23,818	24,025	21,975	-2,050
	(FTE-T)	(453)	(453)	(448)	(-5)

Authorization

43 U.S.C. 1748
P.L. 94-579
P.L. 94-352

Section 318 of the Federal Land Policy and Management Act requires reauthorization of BLM appropriations every four years. The current authorization (P.L. 95-352) provides for appropriations through 1982; appropriations for 1983 require the enactment of a new authorization.

43 U.S.C. 1701,
1711, 1782
P.L. 94-579

The Federal Land Policy and Management Act of 1976:

- identifies recreation as a major use of public lands;
- directs that public lands be managed in a way that will protect scientific, scenic, historical, ecological, and archaeological values; preserve and protect certain public lands in their natural condition; and provide for outdoor recreation, human occupancy, and use;

- provides for interim management of the California Desert Conservation Area and implementation of the Desert Plan;
- directs that areas of critical environmental concern be given priority in the inventory of public lands, in the development and revision of land use plans, and in applying special protective management;
- requires that the Secretary review all roadless areas of 5,000 acres or more and roadless islands on the public lands having wilderness characteristics, and by 1991 make recommendations to the President concerning their suitability or non-suitability for wilderness designation (Section 603(a)); and
- provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.

16 U.S.C. 1242,
1243
P.L. 95-625

The National Parks and Recreation Act of 1978 establishes a number of national historic trails which cross public lands.

16 U.S.C. 432
P.L. 59-209

The Antiquities Act of 1906 establishes provisions for the protection of cultural resources on all Federal land. It also provides for penalties for those who excavate or appropriate these values without an antiquities permit.

16 U.S.C. 1271
P.L. 90-542

The Wild and Scenic Rivers Act of 1968, as amended, provides for the development and management of certain rivers under jurisdiction of BLM for recreational purposes.

16 U.S.C. 1241-1249
P.L. 90-543

The National Trails Systems Act of 1968, as amended, establishes a national trails system which includes 20 trail segments under BLM jurisdiction.

16 U.S.C. 4601
P.L. 91-476

The King Range Act of 1970 provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.

16 U.S.C. 1131
et. seq.
P.L. 88-577

The Wilderness Act of 1964 provides for the designation and preservation of wilderness areas.

42 U.S.C. 4321, 4331-4335, and 4341-4347
P.L. 91-190

The National Environmental Policy Act of 1969 establishes the continuing responsibility of the Federal government to improve Federal programs and resources so as to preserve important historic, cultural and natural aspects of our national heritage and maintain an environment which supports diversity and variety of individual choice.

E.O. 11593

Protection and Enhancement of the Cultural Environment directs all Federal agencies to inventory their historic and archaeological resources and to protect those properties that have been nominated for the National Register of Historic Places.

16 U.S.C. 470aa, 470cc, and 470ee.
P.L. 96-95

The Archaeological Resources Protection Act of 1979 requires permits for excavation of sites and removal of artifacts, provides for the protection of Federally-administered archaeological resources, and encourages increased cooperation among Federal and private interests to increase data on archaeological resources.

16 U.S.C. 470
P.L. 89-665

The National Historic Preservation Act of 1966, as amended, expands the national policy toward the protection of historic and archaeological properties to include those of national, state and local significance. It also directs Federal agencies to take into account the effects of approved actions on properties listed as eligible for inclusion in the National Register of Historic Places.

16 U.S.C. 3101 et seq
P.L. 96-487

The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) provides for the designation and conservation of certain public lands in the State of Alaska. Bureau responsibility extends over six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.

CULTURAL RESOURCES AND NATURAL HISTORY MANAGEMENT

Objectives

- ° to process applications for permits to conduct archaeological investigations on public lands;
- ° to monitor permitted use for compliance with permit terms and conditions;
- ° to provide inventory and evaluation data at the level needed for all land-use plans and EISs under preparation;
- ° to prepare and implement cultural and natural history resource management plans for resources identified in land-use planning as needing long-term management; and

- ° to provide protection for the most valuable and critically-threatened cultural and natural history resources.

Base Program

The FY 1983 goals of the Cultural Resources and Natural History Management base program are:

- ° to reduce processing time on about 377 permit applications from an average of three to four months per application to an approximate one-month average by decentralizing the review process. Applications will be submitted to and reviewed by BLM state offices, which will also issue the permits. Unlike the present system, there will be no involvement of National Park Service (NPS), the Smithsonian Institution, or the BLM Headquarters Office.
- ° to complete low percentage, statistically-derived sample inventories, based on the RMP/MFP schedule, which will characterize the cultural resource content of approximately 9 million acres and fill high priority data gaps for evaluating natural science resources in areas scheduled for land-use planning.
- ° to prepare Cultural Resource Management Plans (CRMP) that will provide specific long-term multiple-use management direction for 48 significant cultural property areas. These formally-approved plans will detail specific protection measures and establish the management steps necessary for implementation. Most of these cultural resources, such as the Delong Mountains area in Alaska, are designated critical areas that are being affected by other resource uses such as mineral exploration and development, and therefore, require specific long-range planning efforts.
- ° to provide protection/stabilization work on 139 threatened cultural and natural history resource sites, such as Fort Paiute and Rose Springs (CA), Grand Gulch (UT), the Old Cortez Mining District (NV), Homolovi (AZ), and Garnet Ghost Town (MT). This urgent work includes measures such as stabilization of buildings and ruins, patrol and surveillance activities and fencing and administrative measures such as temporary closure to public access.
- ° to provide interim protection on an estimated 1,000 sites and areas through occasional patrol activities. These efforts provide relatively inexpensive and visible protection to numerous sites not identified in management plans and those not formally designated.

The Bureau Cultural Resources and Natural History Management Program provides protection and management for more than half of all the cultural resources administered by the Federal government. Legal authorities require BLM to locate, evaluate, and manage cultural and scientific resources on lands it administers in a way that prevents or minimizes unnecessary damage to them, and to accommodate appropriate use of those resources by the scientific community and the public.

An estimated half-million cultural resource properties are located on public lands, including campsites of the hemisphere's earliest inhabitants, prehistoric ruins, aboriginal rock art, early wagon roads, abandoned military posts, and historic ghost towns. In addition, many exceptionally-valuable natural science resources are found on BLM lands. These include a wide variety of areas having ecological, geological and botanical importance. About 300 of the approximately 6,000 cultural properties identified as having qualities which qualify them for inclusion in the National Register of Historic Places have been included or determined eligible. Designated natural history resources on public lands include 21 Research Natural Areas and all or parts of 39 National Natural Landmarks. About 100 potential Research Natural Areas are awaiting processing to complete formal designation, and 4 million additional acres suggested as possibly significant natural science resources have yet to be evaluated for Research Natural Area designations.

The Bureau's problems in cultural resource management stem from the increasing interest in and commercial value of archaeological and historical artifacts, which has given rise to a sophisticated supply network and lucrative black market. The Bureau has documented numerous cases where professional pothunters have illegally dug sites on public lands to uncover artifacts saleable for millions of dollars. This is especially true in areas such as Grand Gulch, Utah, with its high density of sites, relatively easy public access, and artifacts with high commercial value.

Hundreds of significant sites are currently deteriorating rapidly or being damaged extensively by unauthorized use. An example is a 200-room pueblo site (thought to be Teypama, one of the first pueblos encountered by the Spanish conquistadores in the sixteenth century) located on public land in New Mexico. This site has been bulldozed and extensively pothunted. The Bureau is trying to curtail this illegal activity and vandalism primarily through a public awareness program and increased site patrol and surveillance by BLM employees.

In order to meet its congressionally-established responsibilities, the Bureau has implemented a comprehensive Federal program that includes the approval and monitoring of use permits; the identification, evaluation and determination of use of cultural sites; and the planning and implementation of long- and short-term site protection.

The program is also responsible for identification, evaluation, nomination, designation, protection, and scientific user services for Research Natural Areas, Experimental Ecological Reserves, UNESCO Biosphere Reserves, and National Natural Landmarks. To avoid duplicate investments, these activities are coordinated with complementary state natural area programs, The Nature Conservancy's State Natural Heritage Programs, parallel efforts by other Federal agencies, and UNESCO's Man and the Biosphere Program.

Workload Measures

The following table compares workload capability in 1982 and 1983 at the base funding level:

<u>Workload Measure</u>	<u>FY 1981 Actual</u>	<u>FY 1982 Planned</u>	<u>FY 1983 Base</u>	<u>Change</u>
Cultural Use Permits (#)	276	356	377	+ 21
Cultural Inventory				
Class I Overview Studies (1)	4	6	4	- 2
Class II Samples (000 acres)	200	* 160	180	+ 20
Protection Projects (#)	120	125	139	+ 14
Cultural Resources Management				
Plans (#)	20	40	30	- 10
National Register Nominations (#)	40	60	0	- 60
Research/Impact Studies (#)	0	2	0	- 2

* Represents 2.1 million acres of Class II inventories.

The Bureau expects to continue to process all of the anticipated cultural resource use permit applications in a timely manner at both base and estimated funding levels.

Protection efforts, including the preparation of long-term management plans, critical protection/stabilization efforts, and interim protection measures, will also be maintained at base and estimated funding levels.

WILDERNESS MANAGEMENT

Objectives

The objectives of the wilderness program in FY 1983 will be:

- ° to continue interim wilderness management on 24 million acres, pending completion of wilderness study reports and suitability/unsuitability recommendations;
- ° to complete Wilderness Study Reports on 22 areas, and to report on the Centennial Mountains Wilderness Study Area (Montana) to the Secretary;
- ° to continue progress on the accelerated planning EIS schedule, including:
 - Completing 9 Management Framework Plan (MFP) Amendments,
8 EIS based on MFP-Transition Plans,
5 EISs based on Resource Management Plans, and
 - Initiating 6 MFP Amendments,
1 EIS based on MFP-Transition Plans, and
3 Statewide Wilderness EISs;
- ° to conduct mineral surveys through the U.S. Geological Survey and Bureau of Mines. All new starts will be made on suitable study areas in the California Desert.
- ° to start and complete 2.5 million acres of BLM Geology-Energy-Minerals (GEM) Surveys.

Base Program

The wilderness review program consists of three phases: (1) inventory, (2) study, and (3) reporting.

The first phase - Inventory - is virtually complete. A required inventory of roadless public lands and islands covering about 173 million acres was initiated in September of 1978 and is 99 percent complete. In the inventory phase, priority was given to areas with high energy potential.

The inventory of 46,000 acres in Montana was delayed because of a rider attached to the 1981 appropriations bill. The inventory will be completed in FY 1982 at a cost of less than \$10,000.

The second phase - Study and interim management - is currently in progress. The inventory identified 24 million acres (including 5.7 million acres in the California Desert) having wilderness characteristics. These areas have been or will be studied to evaluate all potential resource values and uses. On the basis of these studies, BLM develops recommendations for the Secretary on the suitability or unsuitability of each study area for inclusion in the National Wilderness Preservation System. BLM is now very intensively involved in the study phase; current efforts include:

- ° Instant Study Areas: Early wilderness recommendations were required by FLPMA in 55 "Instant Study Areas" consisting of 2,200,872 acres (including contiguous areas). These areas consisted of 11 primitive areas and 44 natural areas that had been designated by BLM before November 1975. Recommendations on 36 areas are being submitted to the Secretary. Recommendations on the remaining 19 areas will be made concurrently with regular study areas by October 1, 1987.
- ° Interim Management Policy: Section 603(c) of FLPMA also required BLM to manage areas under wilderness review to maintain their suitability for possible wilderness designation. Until the status can be determined for the remaining 24 million acres, other resource use or development on these lands will be restricted with the following exceptions: (1) mineral leases and valid mining claims in effect before the enactment of FLPMA and (2) mining and grazing uses in effect when FLPMA was enacted. These "grandfathered" activities may continue in the same manner and degree as they were conducted when FLPMA was enacted.
- ° Acceleration of Studies: Although FLPMA does not require all studies to be completed until 1991, BLM has accelerated the study process to resolve significant wilderness and energy conflicts with early submission of wilderness recommendations to the President. In addition, 1984 was established as the target year for areas with conflicts between wilderness and the development of energy resources. The proposed budget for 1982 included substantial increases to meet those objectives.

Early recommendations are expected to be made on 3.6 million acres of non-suitable study areas in the California Desert Conservation Area in early 1982. Final recommendations on the remaining 2.1 million acres of suitable study areas in the California Desert will be made after the completion of mineral surveys by the Geological Survey and the Bureau of Mines.

In the third and final phase - Reporting - the Secretary of the Interior reports his wilderness suitability recommendations to the President; and the President will report his recommendations to the Congress. As mandated by FLPMA, all reports must be submitted to the President by October 1, 1991; and the President must finish his recommendations not later than October 1, 1993. Reports will be released periodically as studies are completed.

The FY 1983 base funding level of \$13,947,000 provides sufficient funds to allow BLM to maintain the accelerated planning schedule. This is possible because of three program management decisions which made: (1) a one-time aggregation of the planning amendment workload in FY 1982 which creates savings in FY 1983, (2) a substantial shift between FY 1982 and FY 1983 in the type and cost of wilderness study products initiated, and (3) the determination to accomplish USGS/BM mineral surveys only on those acres found by BLM to be suitable for wilderness designation. The FY 1982 decision to aggregate planning amendments into four district-wide efforts will save about \$1 million in FY 1982 and about \$500,000 in FY 1983.

About 24 million acres are managed under an interim management policy. The purpose of the interim management policy is to protect the existing wilderness values, maintain valid existing rights, and continue "grandfathered" mining, mineral leasing, and grazing activities until final wilderness suitability determinations have been made. Special emphasis (at a cost of less than 3 cents per acre) has been placed on the monitoring of ongoing actions within wilderness study areas to assure that wilderness values are not degraded.

Certain data about geologic, energy and other mineral resources within Wilderness Study Areas (WSAs) are essential to early analysis of the values of the area. To provide this essential information to managers, the Bureau has initiated a Geology-Energy-Minerals (GEM) resource inventory and assessment system. In FY 1983, GEM Phase II assessments are proposed for 2.5 million acres of wilderness study areas (at an average cost of 50 cents per acre). The data will be used during the wilderness study process to more accurately reflect the mineral resources within each wilderness study area.

The following table shows accomplishments at the base funding level:

Wilderness Management Workload Table

Workload Measure	Actual FY 1981	Estimated FY 1982	FY 1983 Base	Change
Interim management (000 acres)	24,000	24,000	24,000	--
Wilderness MFP Amendment				
Starts	14	4	6	+2
Completions	0	8	10	+2
Statewide wilderness studies				
Study Completions	0	3	0	-3
EIS Starts	0	0	3	+3
EIS Completions	0	0	0	--
MFP-Transition EIS				
Starts	1	7	3	-4
Completions	0	1	7	+6
RMP EIS completions	0	0	5	+5
Study reports completed	0	9	22	+13
Inventory (000 acres)	41,000	4,547	46	-4,501
BLM GEM Surveys (000 acres)				
Phase I	2,500	7,500	0	-7,500
Phase II	2,500	0	2,500	+2,500
Instant Study Area completions	37	1	1	--
GS/BM Mineral Surveys (000 acres)				
Geological Survey				
Start	1,100	1,291	0	-1,291
Continue	900	1,322	1,488	+266
(complete)	(500)	(696)	(1,020)	(+324)
Bureau of Mines				
Start	583	1,337	150	-1,187
Continue	800	583	1,337	+754
(complete)	(800)	(671)	(900)	+229

The following table shows funding levels for GS/BM mineral surveys:

	1981	1982	1983
Geological Survey	\$2,200,000	\$3,680,560	\$2,800,000
Bureau of Mines	1,450,000	2,838,440	1,700,000
TOTAL	\$3,650,000*	\$6,519,000	\$4,500,000

*Includes \$800,000 supplemental - (GS \$600,000 BM \$200,000.)

WILDERNESS MANAGEMENT
Planning, Study Report, and Mineral Survey Workload, 1982-1987

	Fiscal Year					
	1982	1983	1984	1985	1986	1987
Planning amendments						
Start	4	6	5	5	0	0
Completion	8	10	6	5	5	0
Wilderness environmental statements (other than amendments)						
Management Framework Plans						
Start	7	3	5	0	0	0
Completion	1	7	3	5	0	0
Statewide Wilderness Studies and EIS						
Study Completions	3	0	0	0	0	0
EIS Starts	0	3	0	0	0	0
EIS Completions	0	0	3	0	0	0
Resource Management Plans						
Start	0	5	7	9	10	0
Completion	0	5	7	9	10	0
Wilderness Study Reports	9	22	19	19	15	0
GS/BM Mineral Surveys						
Geological Survey						
Start	1,291,000	0**	1984 and beyond*			
Continue	1,322,000	1,488,000	workload unknown			
Complete	(696,300)	(1,020,900)				
Bureau of Mines						
Start	1,337,000	150,000**				
Continue	583,000	1,337,000				

*Acreage will be determined for 1984 in early 1983 based on Wilderness study completions in 1982.

**Acreages shown are those which GS and BM indicate can be accomplished using existing methods.

The change in accomplishments between FY 1982 and FY 1983 Base would be achieved at the same funding level by streamlining the wilderness study and reporting process to maintain the accelerated study schedule.

Mineral surveys will be conducted as shown on the Planning, Study Report, and Mineral Survey Workload Table (based on Bureau of Mines and Geological Survey estimates).

Decrease for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Decrease</u>
\$	13,947	12,097	-1,850
(FTE-T)	(189)	(189)	(---)

The program decrease of \$1,850,000 is the result of plans to reduce the number of GS/BM mineral surveys required. This will reduce the amount required to accomplish proposed FY 1983 workload by approximately \$2,350,000.

Offsetting this decrease in USGS-BM work is an increase of \$500,000 for BLM Geologic, Energy, and Mineral (GEM) assessments over the FY 1982 level of \$750,000 for Phase I work. It is now BLM policy to have GS/BM surveys only on areas found by BLM to be suitable for wilderness designation. GEM assessments are a two-phased approach by an independent team of experts to determine the mineral potential of WSAs. The first phase (collection and compilation of existing data) for 7.5 million acres of WSAs will be accomplished in FY 1982 at a cost of \$750,000. The second phase (limited geophysical and geochemical sampling and analysis) for an estimated 2.5 million acres of WSAs at a cost of \$1,250,000 will be initiated in FY 1983. An additional 3.5 million acres of WSAs are estimated to require Phase II work in FY 1984. It is estimated that only 6 million of the 18 million acres of WSAs, excluding 5.7 million acres in the California Desert for which no GEM assessment will be conducted, will require limited geophysical and geochemical sampling to complete the GEM assessments. This approach will enable BLM to complete its wilderness studies by 1987.

Object Classification Distribution

The object class detail for this decrease is as follows:

Other services	\$1,850,000
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RECREATION RESOURCES MANAGEMENT

Objectives

FY 1983 will be the first full year of implementation for a new policy, improved planning guidelines, and streamlined management of the recreation and visual programs all of which will contribute to reduced costs. These objectives are:

- ° to mitigate the most urgent and pressing resource destruction and visitor safety problems in 37 (of which 34 have been Congressionally mandated) of the approximate 128 Special Recreation Management Areas. Priority will be given to such nationally important recreation areas as the California Desert, the Upper Missouri Wild and Scenic River (Montana), Red Rock Recreation Lands (Nevada), Little Sahara Sand Dune Area (Utah), and Steese National Conservation Area (Alaska);
- ° to issue and supervise approximately 2,000 out of an anticipated 4,700 requests for special recreation permits needed to protect resources, provide for visitor safety, and collect fees for commercial operations;
- ° to enforce off-road vehicle (ORV) regulations on 22 million acres (including the 12 million acres in the California Desert), out of the 34 million already designated, where they are needed to minimize resource damage and reduce user conflicts;
- ° to designate 2 million acres as opened, closed or limited to ORV use;
- ° to meet completion dates for management plans for four wild and scenic rivers, Steese Conservation Area, and White Mountain National Recreation Area in Alaska, all of which were mandated by Congress and the Secretary of the Interior; and
- ° to complete required resource assessment work on a reduced number (approximately 1,800) of multiple use projects to ensure the protection of the scenic environment.

Base Program

The public lands have always been used for a wide variety of recreational pursuits by local residents in the western states, as well as by other American and international visitors. By the mid-1960s significant amounts of the public lands (e.g., the California Desert) were being used by increasing numbers of recreationists. Protection of natural resources -- which, in some instances, were being destroyed by recreational overuse or misuse -- became an important management issue. Conflicts became evident between restrictive management to aid resource protection and the Bureau's policy of not interfering with the public's right to use these lands for recreational pursuits.

Only the Forest Service is larger than BLM in terms of "supplying" public outdoor recreation in the western United States (USFS-179 million visitor days, BLM-70 million visitor days, NPS-45 million visitor days). This is a role that has not been sought or encouraged by the Bureau, but it has become an inherent responsibility for the administrator of an extensive public domain. Various executive policies have identified and elaborated upon this role, and Congress has responded to a greatly increased public demand for outdoor recreation by designating special recreation areas and charging the Bureau to manage them for recreation purposes.

Specifically, legislation enacted in the last two decades has required BLM to manage:

- ° 10 national wild and scenic rivers,
- ° 20 designated national recreation historic or scenic trails,
- ° 1 national recreation area (White Mountain),
- ° 3 national conservation areas (California Desert, King Range, Steese Mountains).

In addition, a very significant amount of recreation on the public lands is provided by a variety of additional resources, some of which require management:

- ° 52 rivers that have 4,000 miles used for flatwater and whitewater recreational activities,
- ° thousands of historical and archaeological sites that have recreational value,
- ° more hunting opportunities than on lands administered by any other single Federal or state agency, and
- ° more off-road vehicle (ORV) use opportunities than on lands administered by any other Federal or state agency.

The nature of these resources and visitor use patterns results in two very different types of recreation management situations. These two types can be described as "extensive" and "special."

Extensive recreation management:

On at least 85 percent of the public lands, the policy of providing recreation visitors with "room to roam" for activities such as hunting, fishing, rockhounding, four-wheeling, hiking, and camping is adequate. In these areas, administrative program costs are minimal; and operational costs are primarily for visitor assistance (e.g., emergency assistance, occasional patrol, and providing general information to the public). Development and maintenance costs are low, and relate generally to

sanitation and public health considerations. However, it should be emphasized that although these costs are minimal, they are critical in providing the public with access to recreational opportunities and protecting valuable public land resources.

Special recreation management:

The Bureau is faced with a very different management situation in the remaining 15 percent of the public lands. Under its new recreation policy, the Bureau will identify special recreation management areas where intensive recreation use, user conflicts, resource destruction or damage to Federal investments require a greater management investment.

This new policy of distinguishing different degrees and intensities of recreation management forms the basis for Bureau budgetary assumptions in FY 1983. The policy recognizes that most recreation on the public lands is available with little regulation or management, but it also recognizes that the Bureau cannot maintain that management stance when faced with significant resource damage, major visitor health and safety problems, and conflicts between recreationists and other resource users. Visitor services and facilities are provided primarily in the special areas and only when they are the most cost effective way to deal with identified public issues and management concerns in those areas.

	<u>Workload Measures</u>		
	<u>FY 1981</u>	<u>FY 1982</u>	<u>FY 1983</u>
	<u>Actual</u>	<u>Estimated</u>	<u>Estimated</u>
ORV designation (acres)	3,206,520	3,000,000	2,000,000
ORV implementation (acres)	1/	28,000,000	24,000,000
Special areas protected	1/	113	113
Permits issued	1/	4,000	4,000
Visitors served (000)	13,400	--	--
Recreation & scenic			
inventories (acres)	44,000	--	--
Surveillance (acres)	3,000,000	--	--

Decrease for FY 1983

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Decrease</u>
\$	5,580	5,380	-200
(FTE-T)	(162)	(157)	(-5)

The following table compares program accomplishments for FY 1983 base and the FY 1983 estimate.

<u>Workload Measure</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimated</u>	<u>Decrease</u>
ORV designations completed (acres)	3,000,000	2,000,000	-1,000,000
ORV implementation (acres)	28,000,000	24,000,000	-4,000,000
Special areas protected	113	113	-0-
Permits issued 2/	4,000	4,000	-0-

1/ These workload measures were not used until FY 1982.

2/ Includes ORV, special area, and other recreation use permits.

The program decrease of \$200,000 will impact the designation of the public lands as open, closed or limited to ORV use by reducing the amount of acreage to be designated in FY 1983 from 3 million to 2 million acres, giving the BLM a total acreage of 3 million designated by the end of FY 1983. The Bureau will also have to reduce implementation efforts on 4 million acres which will be reflected in a reduction of signing, visitor use information and protection of both the visitors and the resource values. Funds will be targeted to areas of greatest use and potential for loss of resources.

Object Classification Distribution

The object class detail for this proposed decrease of \$200,000 is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Annual Salary</u>
Outdoor Recreation Planner	9	5	\$110,365
Outdoor Recreation Planner	7	<u>2</u>	<u>41,550</u>
Total		7	151,915
Lapse		<u>25%</u>	<u>+ 37,975</u>
Full time equivalents - total		5	113,940
Personnel benefits			15,380
Travel and transportation			
of persons			18,000
Other services			46,680
Supplies and materials			<u>6,000</u>
Total			\$200,000

Justification of Program and Performance

Activity: 3. Renewable Resources Management
Subactivity: F. Fire Management

(dollar amounts in thousands)

Program Elements		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Fire Management	(S)	7,153	7,284	9,234	+1,950
	(FTE-T)	(273)	(273)	(278)	(+5)

Authorization

43 U.S.C.
90 Stat. 2792
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides for protection of public lands and resources from destruction by fire.

16 U.S.C. 594
42 Stat. 857
P.L. 67-315

The Timber Protection Act of 1922 provides for mutual aid in fire protection.

42 U.S.C. 1856
59 Stat. 66

The Reciprocal Fire Protection Agreement Act of 1955 provides authority for mutual aid in fire protection.

P.L. 97-100

Section 102 of the General Provisions of Public Law No. 97-100, Department of the Interior and Related Agencies Appropriations Act for FY 1982, authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the public lands, and for the emergency rehabilitation of burned lands.

Objectives

The Fire Management Program shares with the rest of BLM the broad purpose of protecting and enhancing the resources of the public lands in order to preserve their capability to meet the needs of the Nation. More specifically, BLM is responsible for protecting property and natural resource values on public lands from wildfire; rehabilitating areas damaged by wildfire; and ensuring that "prescribed burning" designed to accomplish a variety of resource management objectives is safely conducted and controlled.

Overview

BLM carries out the fire management responsibilities on approximately 440 million acres, including some land administered by other Federal agencies, states, and private parties. It contracts with other Federal agencies, states, and private agencies to protect roughly 6 million acres of this total. Approximately 220 million acres -- half the total -- are in Alaska.

BLM has entered into cooperative agreements on fire suppression with other agencies, and fire suppression resources not being used by BLM are available to the National Park Service, Fish and Wildlife Service, Bureau of Indian Affairs, and the Forest Service upon request. States may also benefit from this arrangement where agreements have been negotiated.

The Boise Interagency Fire Center (BIFC) in Idaho serves as BLM's fire suppression support center for maintaining and mobilizing interagency firefighting resources. It is usually called upon when fires get beyond the control of local BLM, Forest Service, Bureau of Indian Affairs, Fish and Wildlife Service, or National Park Service officials. BIFC also houses a fire training development center for firefighters from all parts of the country, a communications monitoring and weather command station, and a center for equipment development and research.

Recent trends show an increase in the number of person-caused fires and a decrease in acreage burned -- for two reasons. First, increased use of public lands has raised the incidence of fire even though fire prevention programs have kept the rate of this increase lower than the rate of increased use. Second, BLM has modified its initial attack capabilities and early fire-detection systems. Consequently, most wildfires are now brought under control sooner, and the acreage burned is less than in the past.

BLM's plans for carrying out its fire management responsibilities are contained in Normal Fire Year Plans developed for each BLM District. In the Normal Fire Year Plan, BLM categorizes all public lands into classes of fire problems, based upon historical data of fire occurrence, the value of resources threatened by fire, and the estimated behavior of a fire. Plans for resolving the fire problem of each class are then developed, tested and evaluated for effectiveness. The final force structure and equipment needs displayed in the plan become the basis for the annual budget. BLM's comprehensive Normal Fire Year Plan was completely updated in 1979. As techniques for controlling fire have improved, all Federal agencies having wildfire suppression responsibilities have been able to adopt new procedures to use fire as a resource management tool. Prescribed burning is used to enhance wildlife habitat, improve range forage mixes, improve watersheds, improve the visual backdrop, and remove forest harvest residue, as well as many other applications.

Base Program

The 1981 calendar year fire season was average. Large acreages were burned in Idaho and Alaska. There were 2,870 fires during the fire season with a total acreage burned of 1,157,975 acres. In FY 1983, we estimate 425 fires (up 50 from the 1982 estimate) will spread to over 10 acres with an increase in burn of more than 100,000 acres.

The priority accomplishments planned for this funding level are as follows:

- ° fire management officers will provide fire application assistance on about 40,000 acres rather than the planned 60,000 acres;
- ° the fire forces will be trained, equipped and dispatched for planned controls of about 2,500 fires;
- ° smoke jumpers will be dispatched to the Great Basin and Alaska;
- ° the lightning detection system will continue to operate in a semi-automated mode using broad scale estimates of fire starts and potential spread;

This capability will also provide for fire prevention contracts on 6 million acres of public lands which are protected by other firefighting agencies.

Increase for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	7,284	9,234	+1,950
(FTE-T)	(273)	(278)	(+5)

The \$1,950,000 increase is the first phase of a three phase cost-saving program.

Lightning Detection

The proposed Automatic Lightning Detection System (ALDS) and Remote Automatic Weather Stations (RAWS) are advanced systems which will provide BLM and other cooperating agencies with the ability to locate and track severe storms and to monitor weather conditions over a wide area of the western United States. The ALDS, which is already in place except for computer and field terminal capability, monitors the entire western part of the United States and Alaska and detects lightning strikes, particularly the cloud-to-ground strikes which are a major cause of forest and rangeland wildfires.

The existing system can detect and plot storms and transmit the geographic coordinates of lightning strikes as they occur. One problem being encountered now is that the existing system cannot handle all of the necessary incoming information. One part of the proposed system is to purchase a computer which will receive information from the lightning detectors and weather stations, calculate coordinates, and transmit them back to the field offices via phone lines. The information would then be displayed on graphics terminals at district offices.

The FY 1983 increase would be used to purchase the computer, write the system software, hire personnel to install and maintain the system, and put graphics terminals in the field. This would allow BLM to receive ALDS information, process it, and send it back to the field for display in a graphic form. BLM could then proceed with installation of other weather units for subsequent display of not only lightning strikes, but also the probability of a resulting fire.

The total system capability for the future would indicate enhancement of the RAWS system and link with ALDS. This approach, which calls for the installation of grids of approximately 330 automated weather stations throughout the western United States at 60-mile intervals. These units would constantly monitor the weather conditions at their specific sites and send information back to a central location via a satellite. (This system already has some units in place using the GOES West Satellite.) Under the combined ALDS/ RAWS proposal, the information from both systems would be fed into the computer. Lightning coordinates would be reported along with the probability that a strike would cause a fire based on local weather conditions. This information will allow fire management officers to preposition initial attack forces, schedule aircraft patrols, and determine priorities on dispatch for initial attack.

Object Classification Distribution

The object class detail for this proposed increase of \$1,950,000 is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Computer Specialists	11	3	\$ 77,772
Computer Programmer	9	2	42,848
Computer Programmer	7	2	33,970
Total		7	\$ 154,590
Lapse percentage		25%	- 38,648
Full-time equivalents - total		5	\$ 115,942
Personnel benefits			15,642
Travel and transportation of persons			30,000
Transportation of things			25,000
Other services			200,000
Supplies and materials			15,000
Equipment			1,548,416
Total			\$1,950,000

Justification of Program and Performance

Activity: 4. Planning and Data Management
Subactivity: A. Planning

(dollar amounts in thousands)

<u>Program Elements</u>		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Planning	(\$) (FTE-T)	8,544 (248)	8,631 (248)	7,131 (183)	-1,500 (-65)

Authorization

43 U.S.C. 1748
P.L. 94-579
P.L. 95-352

Section 318 of the Federal Land Policy and Management Act requires reauthorization of BLM appropriations every four years. The current authorization (P.L. 95-352) provides for appropriations through 1982; appropriations for 1983 require the enactment of a new authorization.

43 U.S.C. 1711, 1732
P.L. 94-579

The Federal Land Policy and Management Act of 1976 requires planning for multiple-use management of the public lands.

42 U.S.C. 4321 et seq.
P.L. 91-190

The National Environmental Policy Act of 1969 requires systematic, interdisciplinary planning to insure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major federal actions that may have a significant effect on the environment.

P.L. 94-377

The Federal Coal Leasing Amendments Act of 1975 requires plans or land use analysis in advance of coal leasing.

Objectives

The objectives of the planning program are:

- ° to meet the court-ordered schedule for grazing EISs;
- ° to support the Federal Coal Management and oil shale program which, starting in FY 1984, will require Resource Management Plans as a base;

- ° to support the Wilderness Program, which is using the planning process to review Wilderness Study Areas (WSAs) to determine whether they should be recommended for or against wilderness designation;
- ° to provide a basis for other Federal land management decisions such as energy development, wildlife and recreation, public land disposition and rights-of-way authorization, timber management actions, and general public land conservation;
- ° to review BLM's land use planning system and improve its usefulness as a multiple-use management and decision-making tool; and
- ° to continue streamlining the planning process to expedite multiple use resource and land management decisions.

Base Program

In 1979, BLM published new regulations for resource management planning on the public lands, as required by FLPMA. These new procedures also consolidated requirements of several other laws and the NEPA regulations of the Council on Environmental Quality. In essence, the regulations established procedures for the conversion from management framework planning to the resource management planning system required by FLPMA and the planning regulations. Such Resource Management Plans (RMPs), or plan amendments, are the basis of all major management decisions and public investments on the public lands. They are the major guide for determining and coordinating various potential uses of public lands. The plans specify the allocation of resources among uses and prescribe appropriate management and protection strategies. Resource Management Plans are typically prepared for resource areas, BLM's smallest administrative unit, which averages about 1.1 million acres in size.

The planning program for any one year includes interpreting existing plans to provide a base for ongoing decisions, preplanning preparation for plans due to start in the next year, ongoing work for plans underway, and new plan starts. The planning program is scheduled to meet critical decision priorities for a variety of programs including coal, grazing, wilderness, and oil shale. Under revised regulations now being proposed, the actual planning process is expected to take from 18 to 24 months, a reduction from the earlier requirement of 48 months. A major effort is underway to refine data needs for planning and to reduce the time required for data collection. (Data collection costs are charged to the benefiting program, since the data are used for many purposes in addition to planning.)

<u>Workload Measures</u>	<u>FY 1982</u>	<u>FY 1983</u>
New RMP Starts	13	9
RMP Completions	--	4
MFP Completions	29	26
MFP Amendment Starts	3	4
Pilot RMPs in Progress	6	2 <u>1/</u>
FY 1981/82 RMPs in Progress	15	30
Other MFPs in Progress	29 <u>1/</u>	3 <u>1/</u>

1/ Does not include completions for that year.

Decrease for FY 1983

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Decrease</u>
\$	8,631	7,131	- 1,500
(FTE-T)	(248)	(183)	(-65)

The assumptions underlying the FY 1983 decrease of \$1,500,000 are as follows:

1. Existing planning regulations are being revised. The revised regulations are currently being reviewed and should be approved in FY 1982. Principal changes are to remove procedural guidance that restricts flexibility to meet changing situations and to make "... noncontradiction the test of conformance." These changes will give management more flexibility in establishing a level of planning effort consistent with the degree of risk perceived and the issues involved for the area being planned.
2. Plans are expected to be completed on schedule. That is, planning products must meet court mandates, and national priority programs will be completed so that timely decisions can be made.
3. Savings will be achieved through:
 - ° reducing RMP costs by about 8-10 percent through the revised regulations and by shortening planning times, focusing on issues, and carefully analyzing individual planning steps;
 - ° using MFP amendments wherever possible;
 - ° deferring planning efforts if no significant issues exist and in areas covered by adequate MFPs; and
 - ° as a last resort, delaying new starts where, due to shortening the planning time from four to two years, plans can still be completed on time.

Because of shortened timeframes and more flexibility to eliminate unessential steps from the planning effort, the decrease can be accomplished; and 65 full-time equivalent personnel can be reduced from the planning program.

Object Classification Distribution

The object class detail for the \$1,500,000 decrease is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Annual Salary</u>
Natural Resource Specialist	11	25	\$ 589,150
Planning Coordinator	11	10	235,660
Natural Resource Specialist	9	40	779,080
Clerk	4	<u>11</u>	<u>130,603</u>
Total		86	1,734,493
Lapse percentage		<u>25%</u>	<u>+ 433,623</u>
Full time equivalent - Total		65	1,300,870
Personnel benefits			175,620
Travel and transportation of persons			<u>23,510</u>
Total			\$1,500,000

Justification of Program and Performance

Activity: 4. Planning and Data Management
Subactivity: B. Data Management

(dollar amounts in thousands)

Program Elements		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Data Management	(\$)	11,900	12,010	12,910	+900
	(FTE-T)	(233)	(233)	(233)	(--)

Authorization

44 USC 3501-3520
P.L. 96-511

The Paperwork Reduction Act of 1980 provides for coordination of Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used by the Federal government in a manner which improves service, delivery, and program management, increases productivity, reduces waste and fraud and, wherever practicable and appropriate, reduces the information processing burden for the Federal government and for persons who provide information to the Federal government.

43 U.S.C. 1711
1731, 1732, 1781
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides for the preparation and maintenance of an inventory of all public lands and their resources and other uses on a continuing basis and provides for data management support in most resource management authorizations.

Objectives

The objectives of the Data Management program are:

- ° to provide major computer application packages to support BLM operations in the areas of 1) financial management, 2) case management, 3) land and resource utilization management, 4) inventory, and 5) planning;
- ° to improve the response time and provide for specific resource program needs by improving ADP capabilities in the BLM state offices; and

- ° to apply remote sensing technology in six states to save in personnel and time required for management planning, inventory and monitoring programs through application of newly-developed procedures.

Base Program

The major goals of the Data Management Program, are:

- ° to increase the efficiency of BLM operations through use of labor- and cost-saving technologies which can provide greater analytic capability for sound decisionmaking; and
- ° to develop and provide support to BLM resource programs through improved information systems involving data management, telecommunications, and remote sensing.

Data Processing

The initial use of computers in BLM was for financial and administrative purposes. With advanced technology and increased demands for more information and data, the computer system now must also provide support for resource management of minerals, lands, range, forests, watersheds, wildlife habitat, recreation, wilderness, cadastral survey, fire protection, rights-of-way, construction, and maintenance. To fulfill these expanded service requirements, BLM needs an automated capability for gathering, storing, processing, and retrieving resource information. BLM record files currently require 140,000 cubic feet of space stored at more than 120 locations from New York City to Fairbanks, Alaska. The necessary capability will be realized in two major implementation phases for Information Systems Management.

The first phase, the installation of a large centralized computer at the Denver Service Center (DSC), has been accomplished. Since many of the Bureau's information needs involve methods that are common to all offices, the DSC centralized computer enables several offices to share the same standard automated information handling processes.

The second phase, enhancing BLM state office on-site data processing capability through the acquisition and installation of appropriate general purpose mini-computers with ancillary equipment, is now being implemented and is scheduled for completion in FY 1985. This equipment will give each BLM state office the ability to input, store, and update the information peculiar to that state and also will extend the utility of the centralized data base located at DSC. All information will conform to a common collection format to facilitate more efficient use of data base management systems and sharing of information where necessary.

Since the program demands on BLM are increasing while operating funds and personnel are being constrained, it is vital that the existing computer capability be used to accomplish the Bureau's mission in an efficient, timely, and cost-effective manner. This requires that the Bureau identify and secure specific peripheral equipment to enhance present data processing and communication capabilities in the state offices. The only alternatives to this action are:

- ° to seek excess capacity on other agency computer systems which BLM could share;
- ° to contract with commercial vendors for computer services at \$1.5 million per year; or
- ° to accent distributive processing by developing standardized processes to be used on all Bureau mini-computer sites. To enhance the state office mini-computer to the distributive processing capability would cost approximately \$3 million over a period of three years.

The new equipment, plus the additional work, will provide basic "stand alone" capability by the end of FY 1982. The state offices will be able to process much of their own information for programs such as resource data, land status information, mining claim recordation, and various applications important to local management needs. This will relieve the main host computer at the Denver Service Center (DSC) of production work presently overloading the system and will provide more immediate results to field office personnel. Further work will be needed to develop new ADP application packages or transfer existing programs to the mini-computers in order to process resource program needs. Getting the production workload off the main computer system will give data processing personnel time to concentrate on the development of new, urgently-needed applications which operate more efficiently, provide better data analysis and display features, inter-lock with remote sensing and data communication technologies, and serve the Bureau's program management needs more effectively at lower costs.

Remote Sensing Technology

The Bureau emphasizes development of new practical field applications of satellite remote sensing technology designed to reduce manpower requirements in resource applications. By FY 1983 operational remote sensing techniques will be doing a number of routine Bureau applications in a more cost-effective and rapid manner than presently possible under manual or labor-intensive methods. These include: 1) classifying ground cover for habitat location, chaining, and firewood harvesting; 2) defining range inventory sites by soil type, landform, and vegetation similarities; 3) monitoring soil and vegetation changes to detect mine trespass on BLM land, recovery from catastrophic events such as flood, fire, or drought, and land use effects of range management such as reseeding or overgrazing; 4) developing fuel models for predicting fire danger probability for use with remote automatic weather station data and automatic lightning detection; and 5) estimating biomass yield for grazing or lumber harvesting. The remote sensing data base is digitized and computerized in a georeferenced format. Consequently, it accommodates a variety of other computerized ancillary information such as elevation, slope aspect, land ownership, road networks, land use, and water sources. The resulting multiple factor data base can be automatically manipulated, updated, and viewed graphically in a variety of combinations to facilitate rapid and effective resource management decisions.

The use of the remote sensing "ground cover classification" technique is one example of how a technology-intensive rather than a labor-intensive method can improve field efficiency. Range site mapping in Arizona using traditional field methods costs 15 cents/acre. Using LANDSAT technology, the vegetation cover on 2.5 million acres in Arizona was classified, in 1980, for 7 cents/acre. This cost included the collection and interpretation of aerial photographs and ground samples used in identifying vegetation and the incorporation of digital terrain (elevation, slope, and aspect) and land ownership boundaries into the automated data base. Technological improvements and experience are likely to further reduce computer time and improve efficiency. Preliminary cost figures for classifying over 2 million acres of the Bruneau River Resource Area, Idaho, indicate that costs can be reduced to nearly 5 cents/acre.

Computer Graphics

Demonstrated savings in time, accuracy, and funds have greatly expanded the demand and use of BLM's computer graphics system. This technology was developed within BLM and has no counterpart except at the Fish and Wildlife Service. BLM requires a graphic system that can manipulate alpha-numeric and digital data and then plan and produce base map overlays that can be used by field managers in their land management decisionmaking. BLM's graphic system can analyze data and draw maps as fast as the computer can process the data. The alternative is to continue to send crews of people to the field to manually record the necessary data and manually do the calculations and draw the maps. Based on an identical operation in Wyoming, the automated method is at least 50 percent cheaper.

Increase for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	12,010	12,910	+900
(FTE-T)	(233)	(233)	(--)

BLM will continue to enhance the data management capabilities of the state offices by increasing the number of application packages they can run on their own mini-computers. New application programs identified in the strategic planning process will be developed to the extent possible. Training and technical assistance to the state offices will be emphasized. Accessory hardware and software to enhance state office mini-computers and the Service Center mainframe will be acquired to support state application packages.

Increased costs in procurement, such as support contracts, maintenance, new leased equipment, and supplies will use a considerable portion of the increase.

Efforts will continue to develop additional program efficiencies while responding to increasing program needs.

Expanded equipment and application package support to the Bureau's resource programs will increase the Bureau's effectiveness by providing:

- ° more timely and accurate billings and fee collections;
- ° faster and more accurate EIS information;
- ° a reduction in space requirements for Bureau records, plus an increase in the accuracy of those records;
- ° information that is more timely, more readily available, and more usable by reducing the difficulties of manual manipulation and by standardization;
- ° a reduction in the man-hours necessary to collect, interpret and store resource information needed by Bureau managers in the day-to-day decisionmaking process.

The increase of \$900,000 would be used as follows:

Procurement - maintenance, leased equipment, support contracts, supplies, and materials	+\$250,000
Equipment - flat bed plotter, disc drives, terminals and other ADP peripheral equipment	+ 650,000
	<u>+\$900,000</u>

Object Classification Distribution

The object class detail for the proposed \$900,000 increase is as follows:

Other services	\$200,000
Supplies and materials	50,000
Equipment	<u>650,000</u>
Total	<u>\$900,000</u>

Justification of Program and Performance

Activity: 5. Cadastral Survey

(dollar amounts in thousands)

Program Elements		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Alaska	\$	9,418	9,497	9,897	+400
	(FTE-T)	(167)	(167)	(167)	(--)
Other States	\$	9,836	9,984	10,384	+400
	(FTE-T)	(312)	(312)	(312)	(--)
Total Requirements	\$	19,254	19,481	20,281	+800
	(FTE-T)	(479)	(479)	(479)	(--)

Authorization

43 U.S.C. 1711 1738
P.L. 94-579

The Federal Land Policy and Management Act of 1976 (FLPMA) authorizes the delineation of boundaries of the public lands.

43 U.S.C. 1612
P.L. 92-203

The Alaska Native Claims Settlement Act of 1971 requires the survey of Alaska Native Lands for conveyance to native associations and individuals.

48 U.S.C. 2
P.L. 85-508

The Alaska Statehood Act, as amended, requires the survey of lands for state selection.

16 U.S.C. 3101

The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) requires maps and legal descriptions.

43 U.S.C. 751-774

Provides the system and rules for survey of public lands.

The Secretary of the Interior has the sole authority for all legal boundary surveys involving Federal public domain lands. Immutable boundaries of the public lands must be delineated on the ground and in the official records, as determined by a cadastral survey. Cadastral survey is a prerequisite to:

- ° actual conveyance of public land (e.g., Alaska Native allotments and state selections),
- ° establishing boundaries for leases or other uses of the public lands (e.g., in Wyoming the restoration of old original surveys on coal lease lands that will affect millions of dollars of resources), and

- ° determining precise boundaries to avoid (a) trespass by either private parties against the government or by the government against private owners, or (b) under utilization of resources (such as timber) for fear of trespass when boundaries are uncertain.

The Bureau executes 90 percent of the actual field surveys with its own personnel, while 10 percent are accomplished by contract or by other government agencies under delegation from BLM. BLM is responsible for all of the official survey records (plats and field notes). There is a current agreement with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; these surveys must, however, be approved by BLM. The BLM/FS agreement will permit an increase in the number of legal cadastral surveys on FS-administered lands. This will benefit administration of all programs by helping resolve trespass and unauthorized occupancy cases and promoting the utilization of the natural resources. BLM provides presurvey research of title records and previous surveys to determine the method of survey to be used and is responsible for all records management following survey approval.

There are three major types of cadastral survey efforts executed on the public lands: original surveys, resurveys, and special surveys.

- ° Original surveys under the Public Land Survey System (PLSS) were inaugurated by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the sole authority for the survey of the public lands as well as the authority to execute resurveys when needed to determine the boundaries of the public land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been delayed except those required for Alaska land conveyances and a few in the other states required for trespass abatement and resource management.
- ° Resurveys are executed to re-establish the boundary executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, coal and geothermal development, and other resource development. Approximately 10 percent of re-surveys are completed at the request of other Federal agencies.
- ° Special Surveys are those that do not fall into either of the above two categories. These include surveys of public land islands omitted from original surveys, correction of fraudulent or omitted land surveys, mineral surveys of lode mining claims and Indian reservations, and many special surveys in Alaska, such as townsites, trade and manufacturing sites, Native allotments, and homesites.

ALASKA SURVEY

Objectives

All planned surveys in Alaska support programs required by recent Acts of Congress or existing land laws. The FY 1983 Alaska cadastral survey objectives are:

- ° to complete surveys of the remaining 13,932,000 acres (exterior boundaries) of land selected under ANCSA by 1990;
- ° to complete surveys of the remaining 58,513,000 acres (exterior boundaries) of land selected by the State by 2005;
- ° to survey 285 small tracts (Native Allotments, 14(c), etc.) per year, concentrating on ANCSA lands and State-selected lands; and
- ° to survey 160 Native Allotments and other small tracts on lands under ANILCA per year. Exterior boundaries have not been identified at the present time. Survey of exterior boundaries is expected to begin in FY 1984.

Base Program

At the base funding level (\$9,497,000), the Alaska program capability will be:

- ° to survey 1,300 miles of boundary line and establish 1,285 monuments on 1,240,000 acres as a step in eventual conveyance of a total of 44 million acres to Alaska Natives (as required by the Alaska Native Claims Settlement Act);
- ° to survey, under the Alaska Statehood Act, 1,600 miles of boundary lines and to establish 1,250 monuments on 2.3 million acres. This is a step in eventual conveyance of a total of 104.5 million acres to the State of Alaska (the State is also requesting survey work other than that required for conveyance, which will be done by BLM on a reimbursable basis.);
- ° to survey 230 of the 7,000 native inholdings remaining from the 1906 Native Allotment Act; and
- ° to survey 45 small tracts covering about 7,000 acres for homesites, homesteads, trade and manufacturing sites, and archaeological sites.

The output comparisons from 1982 to 1983 at the base funding level are:

<u>Workload Measure</u>	<u>Estimated 1982</u>		<u>Estimated 1983</u>		<u>Increase/ Decrease</u>
	<u>Acreage</u>		<u>Acreage</u>		
	<u>(000s)</u>	<u>Number</u>	<u>(000s)</u>	<u>Number</u>	
ANCSA	1,807		1,240		- 567
State Selections	2,158		2,300		+ 142
Native Allotments		200		230	+ 30
Other parcels (home, trade and manufacturing sites)		40		45	+ 5

The large exterior-type boundary surveys are nearly completed. The remaining ANCSA and a portion of the state selections to be surveyed are located in areas of the state where terrain, climatic conditions and logistical support will have a tremendous impact on acres surveyed versus dollars spent.

Increase for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	9,497	9,897	+400
(FTE-T)	(167)	(167)	(--)

With the increase of \$400,000, an additional 80 Native allotment inholdings can be surveyed so that adjudication and field examination to expedite conveyances to the Natives can be accomplished. This will allow the Natives to develop their property and reduce the costs presently resulting from appeals and litigation. Also, the native allotments must be surveyed and segregated before the surrounding state selections and/or ANCSA selections can be patented.

Output comparisons at the base and proposed funding levels are as follows:

<u>Workload Measure</u>	1983		1983		<u>Increase</u>
	Base		Estimate		
	<u>Acreage</u>	<u>Number</u>	<u>Acreage</u>	<u>Number</u>	
	<u>(000's)</u>		<u>(000's)</u>		
ANSCA	1,240		1,240		--
State Selections	2,300		2,300		--
Native allotments		230		310	+ 80
Other Parcels		45		45	--

Object Classification Distribution

The object class detail for the proposed \$400,000 increase is as follows:

Travel and transportation of persons	\$135,000
Transportation of things	145,000
Rent, communications, and utilities	20,000
Other services	100,000
Total	\$400,000

OTHER STATES

Objectives

The planned surveys in the 48 contiguous states are resurveys and special surveys. They are planned and conducted in direct support of land, energy, minerals, and renewable resources program needs. No provision has been made for public land system grid surveys (original surveys) unless required by a specific resource program objective.

Base Program

At the base funding level of \$9,984,000, the Bureau will survey 1,515,000 acres in direct support of specific resource programs as follows:

- ° 460,000 acres for lands programs to obtain legal property descriptions for the Unintentional Trespass Act, planned appraisals, the exchange program, and efforts to solve some of the unauthorized occupancy throughout the western states and some eastern states.
- ° 620,000 acres for energy development programs in areas of extensive intermingled lands. Surveys will permit immediate land designations and, ultimately, will expedite energy development exploration.
- ° 150,000 acres of boundary surveys for forestry operations to permit planned timber sales.
- ° 170,000 acres for wildlife and recreation to delineate legal management boundaries in support of the wildlife and recreation programs.
- ° 115,000 acres of nonreimbursable surveys for the Forest Service.

Increase for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	9,984	10,384	+400
(FTE-T)	(312)	(312)	(--)

The proposed \$400,000 increase will allow survey of an additional 35,000 acres for lands operations and 45,000 acres for energy development. This will allow accelerated resolution of special occupancy trespass problems to aid in acceleration of energy development in keeping with the goals of the President's program of economic recovery.

Output Comparisons and Workload Measures

<u>Workload Measure</u>	<u>1983 Base</u> <u>Acreage (000)</u>	<u>1983 Estimate</u> <u>Acreage (000)</u>	<u>Increase</u>
Lands	460	495	+35
Energy	620	665	+45
Forestry	150	150	--
Wildlife and Recreation	170	170	--
Non-Reimbursable Surveys	115	115	--

Object Classification Distribution

The object class detail for this proposed increase is as follows:

Travel and transportation of persons	\$ 95,000
Transportation of things	120,000
Rent, communications, and utilities	15,000
Other services	170,000
Total	<u>\$400,000</u>

Justification of Program and Performance

Activity: 6. Firefighting and Rehabilitation

(Dollar amounts in thousands)

<u>Program Elements</u>		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Firefighting	\$	3,984	3,984	4,750	+166
	(FTE-T)	(900)	(900)	(800)	(-100)
Rehabilitation	\$	576	576	600	+ 24
	(FTE-T)	(11)	(11)	(12)	(+1)
Total Requirements ^{1/}		4,560	4,560	4,750	+190
	(FTE-T)	(911)	(911)	(812)	(-99)

Authorization

43 U.S.C.
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides for protection of public lands and resources from destruction by fire.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for mutual aid in fire protection.

42 U.S.C. 1856

The Reciprocal Fire Protection Agreement Act of 1955 provides authority for mutual aid in fire protection.

^{1/} Firefighting and rehabilitation expenditures depend on the actual number of fires, which varies from year to year. Additional firefighting and rehabilitation appropriations will be requested through supplemental appropriations; these expenditures are not subject to the four-year authorization requirements of Section 318 of the Federal Land Policy and Management Act. The amount requested here is only a minimum amount needed to initiate emergency actions.

Base Program

Annual firefighting costs are directly related to the occurrence of fires and to fire conditions, and thus cannot be accurately programmed. The number and size of fires, general severity of conditions, and length of the fire season determine the annual funding required.

The base program (\$4,560,000) provides a minimum funding level to cover initial presuppression activities, to train crews, and to get firefighting equipment checked out and operating. A supplemental request will be submitted in FY 1983 to cover actual firefighting costs for the prior year. In 1981, there were 2,870 fires with a total acreage burned of 1,157,975 acres, and \$576,000 for initial rehabilitation of burned over areas.

As a policy, the Bureau has not used the emergency firefighting funds to pay the salaries of full-time permanent personnel; however, it has used these funds to pay, at least in part, the salaries of short- and long-term seasonal employees with permanent appointments (WAEs) as well as temporaries. The definition of employment categories was changed by OMB Circular A-12 with the initiation of a full-time equivalent (FTE) system of Federal civilian employment control in FY 1982. The WAE employees are now counted in the permanent equivalent category if they have permanent appointments. In an effort to retain the trained and experienced personnel with emergency firefighting expertise, it will be necessary to charge salaries of permanent equivalent personnel to this account on a deficiency basis.

Since it is not feasible to maintain enough professional fire teams in readiness throughout the fire season to provide leadership for firefighting forces on all of the projected fires, a large number of BLM permanent employees are trained for use during emergencies. This entails an average of two to three weeks of individual training in the off season and up to 50 percent of time for many during the fire season. This affects other BLM resource programs by contributing to loss of program accomplishments when resource managers are fighting fires rather than doing their programmed work.

When vegetative cover is removed by wildfire, damage is evaluated early to determine rehabilitation needs to prevent both the loss of soil to water or wind erosion and the permanent impairment of site productivity. Rapidly growing species of vegetation and water control structures, such as brush dams or ditches, are immediately established in these areas to reduce further resource losses.

The effectiveness of the firefighting program depends upon funding in the fire management subactivity because all professional personnel, all capitalized equipment, and all presuppression planning prior to the start of the fire season are funded from fire management. (See Fire Management for more details.)

Increase for 1983

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Increase</u>
\$	4,560	4,750	+190
(FTE-T)	(911)	(812)	(-99)

The proposed \$190,000 increase is necessary to restore the standard amount of \$4,750,000 necessary to initiate emergency actions. The decreased FTE estimate is the result of a Bureau attempt to use additional Emergency Fire Fighter appointments in lieu of certain seasonal and temporary positions.

Object Classification Distribution

The object class distribution for this proposed \$190,000 increase is as follows:

Supplies and materials	\$190,000
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Justification of Program and Performance

Activity: 7. Technical Services
Subactivity: A. Resource Protection

(dollar amounts in thousands)

Program Elements	1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Resource Protection (\$) (FTE-T)	1,542 (24)	1,554 (24)	2,004 (26)	+ 450 (+2)

Authorization

43 U.S.C. 1748
P.L. 94-579
P.L. 95-352

Section 318 of the Federal Land Policy and Management Act requires reauthorization of BLM appropriations every four years. The current authorization (P.L. 95-352) provides for appropriations through 1982; appropriations for 1983 require the enactment of a new authorization.

43 U.S.C. 1733

The Federal Land Policy and Management Act of 1976 (Section 303) authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of public lands, including the property located on these lands. The Secretary may authorize Federal personnel or may contract with other Federal agencies and appropriate State or local officials to carry out his law enforcement responsibilities.

In addition, a number of laws provide criminal penalties for violation of laws protecting the public lands and their resources and authorize the establishment and enforcement of regulations to assure compliance. These laws include the Wild Free-Roaming Horse and Burro Act of 1971, the Sikes Act, the Taylor Grazing Act, the Archaeological Resources Protection Act of 1979, and others.

Objective

The objective of the resource protection program is to prevent unlawful use, theft of and damage to natural resources on public lands, to protect resources from unlawful activities and to investigate incidents of unlawful acts against public land resources promptly and professionally.

Base Program

Cooperative Agreements

Section 303 of FLPMA encouraged BLM to enter into contracts and cooperative agreements with state and local law enforcement agencies to enforce Federal and state laws on public lands. Since FY 1978, cooperative agreements have been signed with local law enforcement agencies in most of the western states. These cooperative agreements are for the purposes of enforcing state and local ordinances on public lands, rather than Federal laws.

The actual number of cooperative agreements varies from year to year, because agreements may be made on a county-wide basis, for specific problem areas only, or for a specified, limited time period such as long holiday weekends. With base funding, an estimated 51 cooperative agreements will be in effect in FY 1983.

<u>Workload Measure</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>Estimated Base</u>
Cooperative agreements signed (number)....	33	51	51
Average cost per agreement.....	\$8,600	\$11,500	\$12,000
Cooperative agreements by state (number)			
Alaska	--	1	1
Arizona	1	4	4
California	5	7	7
Colorado	-	10	10
Idaho	9	9	9
Montana	-	1	1
Nevada	4	4	4
Oregon	9	10	10
Utah	5	5	5

The average cost per cooperative agreement continues to increase because of increased operating costs for the cooperator and, in some cases, because of greater involvement and service provided by the local law enforcement agencies. BLM resource protection officers monitor each cooperative agreement. Resources being protected through cooperative agreements vary from state to state and by the nature of the problem. Following are several examples.

Timber trespass and theft varies from large areas of timber being cut and removed from public lands to the theft of a single western red cedar tree. Investigations include all people involved in the facets of timber harvesting operation, from the fellers, equipment operators, truckers, saw mill operators to adjacent landowners. In most instances surveys identifying property boundaries must be made before court action can be initiated. In the case of single tree thefts, one individual at night with a power saw and truck can fell a tree, cut it into shingle bolts, load it on a truck, and be out of the county by daylight. Cooperative agreements have been signed with counties in Oregon and Idaho where these violations are most prevalent.

Grave robbers plundering Indian graves and stealing cultural artifacts are two aspects of theft which are on the increase on public lands. It is not just a matter of picking up arrowheads; it is big business. The thieves use equipment ranging from bulldozers to electronic probes. Helicopters and citizen band radios are used to spot approaching rangers or police patrols. The thieves systematically loot sites for commercial purposes and are fully aware of the impact and illegality of their acts. In some areas losses amount to millions of dollars.

In New Mexico the pillage of Mimbres Valley is only one example of theft of valuable artifacts. These American Indian artifacts have been stolen and sold for extraordinarily high prices. One Mimbres pot recently sold for \$25,000. One collection of relics looted from Federal land in Arizona sold for \$750,000.

Another example of a successful cooperative agreement effort took place in the eastern portion of San Diego County where there is a remote area of public lands known as McCain Valley. This valley is long and narrow and has a road running south to north. There are three campgrounds in the valley. The area is rich in archaeological, scenic, and wildlife resources. Due to its remoteness and lack of regular protective patrols, an undesirable element had moved into the valley. Assaults, vandalism, and indiscriminate gunfire discouraged legitimate campers and visitors from entering the valley. BLM law enforcement personnel studied the use-abuse pattern of the valley and went to the San Diego County Sheriff with specific requests for services designed to eliminate the problem. BLM and San Diego County entered into an agreement. Now, three years later, these problems have been eliminated; and the Valley's resources are again available to the public. Total cost to date - \$30,000.

Direct BLM Protection Activities

Case investigation continues to be the mainstay of BLM resource protection work. It provides the contacts which give exposure and visibility to resource protection personnel and acts in many cases as a deterrent to further violations or to theft or destruction of resources.

At least one BLM special agent is assigned to each western state office, with two each in some, three in the Eastern States Office, and four each in the California State Office and the Headquarters office.

The following cases will be investigated in FY 1982 and at the FY 1983 Base level:

<u>Workload Measure</u>	<u>FY 1982</u>	<u>FY 1983 Base Level</u>
Wild horse and burro	142	40
Timber theft	35	36
Range arson	19	20
Antiquity theft and destruction	260	260
Vegetative theft	34	29
Mineral theft	277	177
Desert land entry fraud	2	2
Theft and destruction of government property	36	133
Recreation site violations	36	138
Occupancy trespass	<u>9</u>	<u>15</u>
Total	850	850

In FY 1983, the emphasis will shift from wild horse and burro cases and mineral theft investigations to investigations of theft and destruction of government property and unauthorized use violations. Investigations conducted by BLM special agents have resulted in Federal convictions for theft of coal, oil and gas lottery fraud, theft and destruction of archaeological resources, timber, native desert vegetation, minerals, and wild horses and burros, and unauthorized use.

Fines for these convictions have ranged from \$100 to \$125,000. Sentences have ranged from probation to six months. Judgments arising from these investigations will return about \$1 million to the Federal government. Fines and judgments for Federal convictions and judgments are projected to total \$1,138,000. Dollar figures have not been computed for relinquished oil leases.

BLM Special Agents have assisted BLM managers in addressing flagrant unauthorized uses of the public lands resulting in the return of hundreds of acres to management control and availability to the public.

Several investigations conducted by BLM Special Agents have uncovered violations of state law, and these have been prosecuted in the state courts in cooperation with local district attorneys. One such prosecution (which local miners applauded) resulted in the conviction of an individual for fraud and deceptive practices in selling unpatented mining claims. Nine citizens had been defrauded of amounts ranging from \$3,000 to \$50,000 each; some lost their life savings.

Increase for FY 1983

	<u>FY 1983</u> <u>Base</u>	<u>FY 1983</u> <u>Estimate</u>	<u>Increase</u>
\$	1,554	2,004	+ 450
(FTE-T)	(24)	(26)	(+2)

The proposed increase of \$450,000 and 2 FTE's will add capability for initiating a prevention program, for investigation work, and for increasing protection of the natural resources on public lands through cooperative agreements.

The prevention program will be implemented through a cooperative education program and cooperative agreements with local, state, and other Federal agencies.

Cases to be investigated at the FY 1983 base and estimate levels are:

<u>Workload Measure</u>	<u>FY 1983</u> <u>Base</u>	<u>FY 1983</u> <u>Estimate</u>	<u>Increase/</u> <u>Decrease</u>
Wild horse and burro	40	40	--
Timber theft	36	50	+ 14
Range arson	20	20	--
Antiquity theft and destruction	260	360	+100
Vegetative theft	29	60	+ 31
Mineral theft	177	150	- 27
Desert land entry fraud	2	5	+ 3
Theft and destruction of government property	133	150	+ 17
Recreation site violations	138	150	+ 12
Occupancy trespass	<u>15</u>	<u>15</u>	<u>--</u>
Total	850	1,000	+150

Increased emphasis will be placed on investigations of cases involving theft and destruction of antiquities and cultural artifacts and vegetative theft. The proposed increase will be used to investigate 1,000 of the estimated 15,000 violations occurring annually. Of the total increase, \$216,000 and two positions is necessary to staff each western state with at least two special agents. These resource protection personnel will be able to initiate and expand the prevention effort, monitor the cooperative agreements, and investigate more cases.

The remaining \$234,000 of the increase will provide the following additional cooperative agreements.

<u>Workload Measure</u>	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
Cooperative agreements signed (#)	50	68	+ 18
Average cost per agreement	\$12,000	\$13,000	+\$1,000*
Cooperative agreements by state (#)			
Arizona	4	7	+ 3
California	7	11	+ 4
Colorado	10	17	+ 7
Idaho	9	10	+ 1
Montana	1	3	+ 2
Nevada	4	4	---
Oregon	10	11	+ 1
Utah	5	5	---

Cooperative agreements will be increased from 50 to 68 to provide coverage for approximately half of the counties with the most severe problems.

* The \$1,000 per year increase of the average cost of a cooperative agreement is attributable to both the increasing cost of local law enforcement services and the increase in the use of more comprehensive agreements which provide more services. Costs of cooperative agreements range from \$1,500 for single task or event type to more than \$25,000 for more comprehensive provision of law enforcement services.

Object Classification Distribution

The object class detail for the \$450,000 increase is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Annual Salary</u>
Special Agents	12	3	\$ 96,051
Lapse percentage		25%	- 24,012
Full-time equivalents - Total		+2	72,039
Personnel benefits			9,365
Travel and transportation of persons			18,000
Other services			291,596
Supplies and materials			25,000
Equipment			34,000
Total			<u>\$450,000</u>

Justification of Program and Performance

Activity: 7. Technical Services
Subactivity: B. Maintenance and Engineering Services

		(dollar amounts in thousands)			
		1982	FY	FY	Inc. (+)
Program		Approp.	1983	1983	or
Elements		* to Date	Base	Estimate	Dec. (-)
Building	(\$)	---	2,814	3,265	+ 451
Maintenance	(FTE-T)	(---)	(73)	(75)	(+ 2)
Recreation	(\$)	---	3,336	3,613	+ 277
Maintenance	(FTE-T)	(---)	(93)	(100)	(+ 7)
Transportation	(\$)	---	2,597	2,990	+ 393
Maintenance	(FTE-T)	(---)	(66)	(69)	(+ 3)
Engineering	(\$)	---	970	1,146	+ 176
Services	(FTE-T)	(---)	(35)	(38)	(+ 3)
Total Requirements	(\$)	---	9,717	11,014	+1,297
	(FTE-T)	(---)	(267)	(282)	(+15)

Authorization

43 U.S.C. 1731-32
1762, 1872
16 U.S.C. 460Y-8
31 U.S.C. 1301

Federal Land Policy and Management Act of 1976
provides authority for:

- maintenance of roads required for protection, development, and management of lands for utilization of forest and other resources; and

43 U.S.C. 1701
P.L. 940-579

- management of public lands in a way that will protect scenic, historical, and archaeological values and that will provide for outdoor recreation and for human occupancy and use.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber owned by the United States from fire, disease, and insects.

*In FY 1982, the funds for Maintenance and Engineering Services were included in the Acquisition, Construction, and Maintenance appropriation. The comparable amounts for FY 1982 are as follows:

Building Maintenance.....	\$2,782
Recreation Maintenance.....	3,299
Transportation Maintenance.....	2,568
Engineering Services.....	936

Summary

This is a new subactivity in MLR for FY 1983. Previously these functions were covered in the Acquisition, Construction, and Maintenance appropriation. However, in order to provide better management of both annual operating programs and capital construction, and to consolidate appropriations of like character, Maintenance and Engineering Services are being placed in MLR, the Bureau's major operating appropriation; and capital project expenditures will be carried in the Construction, Access, and Land Acquisition appropriation.

Maintenance

Maintenance includes activities for the care and upkeep of BLM facilities, which include buildings, roads, trails, developed and undeveloped recreation sites, and other management facilities.

Engineering Services

Engineering services provide essential technical expertise to all other Bureau programs through an experienced cadre of professional engineers, buildings architects, and designers located primarily at the Denver Service Center. In addition, state office and district office engineering personnel perform transportation system management services and contract supervision and administration of both facility construction and major land improvements requiring engineering expertise.

Engineering services include:

- Program management and training.
- Survey and design of buildings and recreation facilities.
- Survey and design of timber access roads (to be built by others).
- Survey and design of roads requiring easements in all programs.
- Survey of non-road easements.
- Technical assistance for dam and bridge safety inspections, rehabilitation and maintenance.
- Technical assistance for health and safety services at Bureau facilities.
- Technical assistance for the design and maintenance of range improvement, wildlife, and watershed projects.
- Review and administration of architectural and engineering source contracts for all programs.
- Transportation system management functions for all Bureau programs.

Capital Investment Maintained

During the period of 1973-1983, the Bureau expects to spend \$80 million in capital investments for buildings, recreation facilities and roads. In total, the estimated in-place value of these capital facilities and buildings owned and constructed by BLM is \$360 million. An annual maintenance expenditure of \$9,868,000 represents only 3 percent of the capital investment for maintenance, used for upkeep and protection of the investment.

BUILDING MAINTENANCE

Objectives

- o to provide maintenance on 579 buildings totaling 544,000 square feet at an average cost of \$2.22/square foot;
- o to complete 94 technical surveys of existing buildings to identify opportunities for reducing energy consumption; and
- o to provide retrofit maintenance on 21 buildings to add insulation, storm windows, utility system control units, and other energy conservation measures identified in the technical surveys.

Base Program

The base program level of \$2,814,000 provides maintenance of warehouses, shops, storage buildings, fire stations, office buildings, lookouts, parking areas, and wareyards. Maintenance includes:

- o minor maintenance such as repainting and replacing broken windows, light fixtures, etc.;
- o major maintenance such as repairing sewage systems and utilities and minor structural repairs;
- o energy retrofitting such as storm windows, insulation, control systems and more efficient heating and cooling systems; and
- o grounds work - mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement.

Between 1973 and 1983, the Bureau-owned office space will have increased 400 percent while the amount available to maintain these facilities has decreased in constant dollars by 39 percent -- from \$3.62 per square foot in 1973 to \$2.22 per square foot in 1983.

Increase for 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	2,814	3,265	+451
(FTE-T)	(73)	(75)	(+2)

A \$451,000 increase is proposed for 1983. The workload to be accomplished at the proposed level is compared to capability at the current funding level in the following table.

<u>Workload Measure</u>	<u>1981 Actual</u>	<u>1982 Estimate</u>	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase from Base</u>
Buildings maintained	579	579	579	579	--
Technical surveys	30	169	94	94	--
Retrofit maintenance (# structures)	19	19	19	21	+2

The workload measure "buildings maintained" does not reflect the additional effort at the increased funding level. In addition to the increased retrofit maintenance, the increase will also be used to provide additional needed maintenance for the 579 buildings, shown in the base program, which cannot currently be performed. Most of this maintenance work will be obtained through contractual services for the repairing, repainting and improving electrical, heating, plumbing and structural systems of these buildings to assure safe and usable facilities.

Object Classification Distribution

The object class detail for the \$451,000 increase is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Civil Engineer	7	3	\$ 47,766
Lapse percentage		25%	- 11,942
Full time equivalents - Total		2	35,824
Personnel benefits			4,800
Travel and transportation of persons			5,000
Transportation of things			5,000
Other services			245,176
Supplies and materials			152,200
Equipment			3,000
Total			\$451,000

RECREATION MAINTENANCE

Objectives

- ° to maintain 436 developed recreation sites at a standard that will
 - protect a multi-million dollar public investment, and
 - remove or correct health or safety hazards such as inadequate sanitary facilities and hazardous water supplies
- ° to provide maintenance of undeveloped sites to ensure public safety and protection of the the natural resource.

Base Program

The principal costs in maintaining recreation sites are:

- o trash collection;
- o installation and maintenance of water purification systems;
- o repair of structures (picnic facilities, restrooms, etc.);
- o elimination of hazards, such as dead trees, excess fire fuel, and old mine shafts;
- o repair or replacement of signs; and
- o replacement of unsanitary pit toilets with vault installations.

The base program of \$3,336,000 is used to assure safe, hazard free and sanitary conditions for visitors to the public lands. This includes \$2,227,000 for trash collection, installation and maintenance of water purification devices, and repair of structure facilities at 436 developed recreation sites. The remaining \$1,109,000 funds minimal cleanup of about 5,000 picnic and undeveloped sites, removal of 180 hazards, repair or replacement of 1,500 signs, and replacement of 20 unsanitary pit toilets with vault installations.

Examples of the need for cost-effective maintenance can be found in most BLM districts, but the Empire Landing and Squaw Lake Recreation sites on the Lower Colorado River and the access road into the Imperial Sand Dunes Area in California illustrate the maintenance requirements that BLM faces in three heavily-used recreation sites. The Bureau has put over \$1.5 million into the construction of facilities in these three areas. Without a scheduled preventive maintenance program to protect water, sewer, and electrical systems, buildings, roads, and parking areas, BLM will soon face replacement costs that approach the total capital investment. To illustrate:

- o both Empire Landing and Squaw Lake parking lots will need a seal-coat to prevent break-up and the need for premature repaving;

- o at Empire Landing, electrical utility problems have resulted in the burn-out and replacement of at least three electrical motors each season at a cost of \$900 per year; and
- o at the Imperial Sand Dunes, a 5-mile access road to Gecho Camp-ground will soon need stabilization and a chip/seal coat to extend surface life and prevent failure of the road.

Failure to take the necessary actions could require closing the areas resulting in a loss of the public's investment and overloading of other recreation sites.

In order to assure more effective use of maintenance funds, we are evaluating the feasibility of including a periodic maintenance schedule as part of the design requirements on all new projects.

Increase for 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	3,336	3,613	+277
(FTE-T)	(93)	(100)	(+7)

An increase of \$277,000 is proposed for 1983. This increase will enable the Bureau to address more of its most urgent recreation maintenance needs and is the first step in the development of an adequate preventive maintenance program.

Recreation maintenance capability at the proposed level is compared to the current funding level in the following chart:

<u>Workload Measure</u>	<u>1981 Actual</u>	<u>1982 Estimate</u>	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Change from Base</u>
Developed campsites maintained	436	436	436	436	--
Hazards mitigated	200	180	180	180	--
Picnic and undeveloped sites maintained	5,000	5,000	5,000	5,000	--
Pit toilet replacements	7	20	20	26	+6
Sign maintenance	1,500	1,750	1,750	1,750	--

As with building maintenance the units under recreation maintenance do not reflect the added effort at this funding level. For example, a developed campsite may need maintenance once a month or twice daily depending upon the use it receives. The increase will be used to replace six pit toilets with vault installation and to raise the level of maintenance these sites are receiving, particularly where once-a-day maintenance is performed, but the actual requirement is twice daily. This example varies by site, but the concept may apply at each site.

Object Classification Distribution

The object class detail for the \$277,000 increase is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Annual Salary</u>
Contract Specialist	7	5	\$ 79,610
Recreation Aid	4	<u>4</u>	<u>45,960</u>
Total		9	125,570
Lapse percentage		<u>25%</u>	<u>-31,390</u>
Full time equivalent - Total		7	94,180
Personnel benefits			12,700
Travel and transportation of persons			18,000
Other services			104,120
Supplies and materials			<u>48,000</u>
Total			\$277,000

TRANSPORTATION MAINTENANCE

Objective

- ° to maintain over 9,000 miles of roads, 550 miles of trails, and approximately 30 major bridges in order to:
 - prevent or delay expensive replacement or rehabilitation,
 - protect the government's capital investment,
 - increase the safety of public users of the roads,
 - reduce erosion, and
 - maintain the usefulness of roads for the purpose for which they were constructed.

Base Program

The public lands include 44,000 miles of roads, about 5,000 miles of trails, and approximately 250 major bridges.

At the FY 1983 base level of \$2,597,000, the Bureau, will:

- ° maintain about 9,000 miles of road at an average cost of \$256 per mile,
- ° maintain 14 bridges at a cost of \$1,000 each, and
- ° maintain 314 miles of trails at a cost of \$100 per mile.

About 95 percent of the maintenance on BLM roads and trails is done by private contractors. Maintenance varies depending on the purpose of the road, but generally includes:

- ° grading to repair damage from erosion,
- ° stabilization of shoulders to protect surfacing,
- ° resealing or repaving,
- ° replacement of individual culverts, and
- ° repair of bridge structures.

In some cases, BLM roads are maintained by others. The principal examples are timber access roads, which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM). Emphasis is placed on those roads, trails, and bridges that receive the greatest use and which have the greatest potential for erosion if maintenance is deferred. Most of BLM's roads are unsurfaced, and erosion will render them unusable if they are not repaired. Also, many roads and trails are receiving increased usage by the public--particularly recreation users--and BLM receives pressure from the public to maintain these roads and trails.

At the base funding level, the Bureau will also perform the most urgently-needed corrective maintenance of roads, trails, or structures that are damaged by storms.

Increase for 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	2,597	2,990	+393
(FTE-T)	(66)	(69)	(+3)

An increase of \$393,000 is requested for FY 1983 to permit the Bureau to maintain a larger portion of its transportation system on a more frequent schedule. Thereby, we will extend the useful life of the facility and maintain its safety and useability for the public. The accomplishments that would be achieved at the proposed level are compared to those at the base funding level in the following table:

<u>Workload Measure</u>	<u>1981 Actual</u>	<u>1982 Estimate</u>	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
Roads surfaced (miles)	710	710	710	724	+14
Roads graded (miles)	8,080	8,080	8,080	8,800	+720
Trails (miles)	227	314	314	550	+236
Bridges (number)	14	14	14	33	+19
Signs (number)	3,890	3,890	3,890	3,970	+80

Object Classification Distribution

The object class detail for the \$393,000 increase is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Annual Salary</u>
Engineering Technicians	5	4	\$ 51,416
Lapse percentage		25%	-12,854
Full time equivalent - Total		3	38,562
Personnel benefits			6,000
Travel and transportation of persons			6,000
Other services			167,438
Supplies and materials			80,000
Lands and structures			95,000
Total			\$393,000

ENGINEERING SERVICES

Objectives

- ° to provide engineering, survey and design, and other professional engineering-architectural services for the development and operation of the Bureau's physical facilities;
- ° to provide technical assistance to resource management programs; and
- ° to operate sign shops at Kingman, Arizona and Rawlins, Wyoming.

Base Program

The FY 1983 base program of \$970,000 consists of \$794,000 for engineering services and \$176,000 for operation of the Bureau's two sign shops.

In addition to the survey and design work that has already been indicated (for buildings, roads and trails, and recreation facilities), the Bureau's engineering personnel perform a number of other services including:

- ° dam safety review (through design, evaluation, and rehabilitation of structures); and
- ° expert review in emergency situations of dam safety problems, bridge inspections and repairs, and road washouts.

The two sign shops operated by the Bureau produce about 15,000 signs annually. If we do not build the signs ourselves, regulations require that we use Prison Industries. Building the signs ourselves allows us to meet a variety of needs and still conform to standards. Consolidating all sign making in two facilities allows maximum efficiency.

The 15,000 signs that are installed or replaced each year provide:

- ° information to the public at Bureau office complexes and on recreation sites;
- ° directional, location or boundary identification assistance to the public and for program management purposes by signing roads, projects and major topographic features; and
- ° safety and interpretive signs to protect the public and help them better understand and appreciate the natural resources around them.

Increase for 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	970	1,146	+176
(FTE-T)	(35)	(38)	(+3)

The proposed \$176,000 increase in engineering services will allow the Bureau to provide:

- ° technical program management and training for increased effectiveness of engineering staffs to Bureau programs;
- ° technical assistance to resource programs;
- ° engineering design on energy conservation retrofit projects;
- ° bridge and dam safety inspection;
- ° contract inspections and administration of carry-over projects, i.e., Elko District Office Complex, and Senator Wash campground; and
- ° technical assistance on feasibility studies for future projects.

Object Classification Distribution

The object class detail for the \$176,000 increase is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Annual Salary</u>
Civil Engineer	9	4	\$ 77,908
Lapse percentage		25%	-19,500
Full time equivalent - Total		3	58,408
Personnel benefits			7,900
Travel and transportation			
of persons			15,000
Transportation of things			20,000
Other services			62,692
Supplies and materials			8,000
Equipment			4,000
Total			\$176,000

Justification of Program and Performance

Activity: 8. General Administration

(Dollar Amounts in Thousands)

Program Elements	1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Executive and Managerial Direction \$ (FTE-T)	5,110 (106)	5,482 (106)	5,482 (106)	--- (---)
Equal Employment \$ Opportunity (FTE-T)	2,000 (81)	2,000 (81)	2,000 (81)	--- (---)
Administrative Services and Support \$ (FTE-T)	35,556 (1,111)	35,780 (1,111)	34,670 (1,074)	-1,110 (-37)
Bureauwide Fixed Costs \$	33,981	37,120	36,491	- 629
Total Requirements \$ (FTE-T)	76,647 (1,298)	80,382 (1,298)	78,643 (1,261)	-1,739 (-37)

Authorization

43 U.S.C. 1731, 1748
P.L. 94-579

The Federal Land Policy and Management Act of 1976 (FLPMA), Section 301, outlines the functions of the BLM Directorate and provides for administration of the public lands through the Bureau of Land Management, which was established by Section 403 of the Reorganization Plan No. 3 of 1946 (43 U.S.C. 1451, note).

Section 318 of FLPMA requires reauthorization of BLM appropriations every four years. The current authorization (P.L. 95-352) provides authorizations through 1982; appropriations for FY 1983 require the enactment of a new authorization.

Establishment of General Administration Activity

General Administration is an activity established in the "Management of Lands and Resources" appropriation in FY 1982 as a result of Congressional action. The cost of executive and managerial direction, equal employment opportunity, classical administrative work and a variety of Bureauwide fixed costs previously funded under Common Program Services (an assessment account) and the old General Administration subactivity (a combination of appropriated and assessment accounts) are now included in this activity.

Funding Sources

Funding of the general administration expenses of the Bureau is provided from two sources: (1) the direct appropriation of funds provided from this activity and (2) credits from indefinite appropriation accounts, reimbursements, and allocation accounts. With the establishment of the new activity in the Management of Lands and Resources appropriation, a new base amount was created. In FY 1983, the total base funding is estimated as follows:

Fund Source Table
(dollar amounts in thousands)

<u>Source</u>	<u>FY 1982</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>
General Administration Activity, MLR	\$76,647	\$80,382	\$78,643
MLR-Reimbursements	1,590	1,600	1,100
Range Improvements Appropriation	675	600	600
Payments in Lieu of Taxes Appropriation	200	200	200
Service Charges, Deposits, and Forfeitures Account	530	530	530
Road Maintenance-Permanent Appropriation	150	200	200
Trust Funds	35	35	35
Allocation Accounts from other Agencies	61	85	85
Total Available for Administration Expenses	\$79,888	\$83,632	\$81,393

Objective

The objective of the General Administration Program is to provide general administrative support to all Bureau programs by providing executive direction and management, fiscal management, budget and program development, personnel administration, procurement and contracting services, and property management, and funding for a variety of fixed costs which support the entire Bureau operation. General Administration supports the total Bureau organization, consisting of the Headquarters offices, 12 state offices, 55 district offices, 162 resource area offices, the Denver Service Center (DSC), the Boise Inter-agency Fire Center (BIFC), and four Outer Continental Shelf offices.

EXECUTIVE AND MANAGERIAL DIRECTION

	<u>FY 1983 Base</u>		<u>FY 1983 Estimate</u>	
	<u>(\$000)</u>	<u>FTE-T</u>	<u>(\$000)</u>	<u>FTE-T</u>
<u>Executive and Managerial Direction</u>	<u>\$ 5,482</u>	<u>106</u>	<u>\$5,482</u>	<u>106</u>
Executive Direction -				
Headquarters Office	900	15	900	15
State Offices/DSC	2,420	44	2,420	44
Managerial Direction -				
District Offices	2,162	47	2,162	47

The directorate level positions in the headquarters office included in the executive direction element are the Director, the Associate Director, two Special Assistants to the Director, three Deputy Directors, the Assistant Director - Administration, and their immediate office secretaries. The other Assistant Directors and their staffs are funded by the benefitting activities and programs that they are responsible for directing.

The Headquarters directorate is responsible for developing general and specific resource management and administrative policy and for providing direction to 12 state offices, the Denver Service Center, and the Boise Interagency Fire Center. The directorate also represents the Bureau and its public resource management programs to the Department, Congress, other Federal agencies, and international organizations with interests in resource utilization and management.

The executive direction positions in the state offices include the 12 state directors, their associate state directors, and immediate office secretarial support. This state directorate level is responsible for implementing national policy by providing policy interpretation and program guidance, and ensuring consistent application and implementation of Bureau policy and procedures through program direction over field operations.

The director of the Denver Service Center assures that technical and administrative support is provided to Headquarters, state and district office operational programs.

District managers provide managerial direction in the Bureau's 55 district offices. They are responsible for working within the parameters of national and state policy direction, but have the flexibility to tailor implementation measures to fit local conditions and achieve program goals to best meet the local resource needs.

No change in program requirements for executive and managerial direction is estimated for FY 1983.

EQUAL EMPLOYMENT OPPORTUNITY

	FY 1983 Base		FY 1983 Estimate	
	(\$000)	FTE-T	(\$000)	FTE-T
<u>Equal Employment Opportunity</u>	<u>\$ 2,000</u>	<u>81</u>	<u>\$2,000</u>	<u>81</u>
Headquarters Office	339	13	339	13
Field ^{1/}	1,661	68	1,661	68

The Bureau's Equal Employment Opportunity program provides for compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, Departmental Directives and related statutes, regulations and orders to ensure nondiscrimination in Bureau hiring and employment practices. The program provides for the processing of EEO discrimination complaints, the coordination of the Federal Equal Employment Opportunity Recruitment Program (FEORP) and other special emphasis equal opportunity projects and services, as directed. Included are the Federal Women's Program, the Hispanic Employment Program, and outreach efforts to bring qualified minorities and women into significant roles in the Bureau's workforce by utilizing cooperative education and other agreements with institutions of higher education. Also, managers are assisted in the identification and utilization of opportunities for the career development of minorities and women in the workforce. EEO training expertise provides required EEO related training based on need-specific requirements.

In recruitment, intensive focus is being placed on the identification of individuals with quality mineral expertise for consideration by the Bureau's energy and minerals divisions.

Preliminary planning and pilot implementation have been completed to extend field participation and involvement in Title VI compliance, specifically, Recreation and Public Purposes Act interests, and in Title VII work. The program is emphasizing professional conflict management capabilities to further increase cost effectiveness in the management/adjudication of civil rights issues as a means of reducing the extreme expenses often associated with litigation in the past.

Accomplishments and projected workload include:

	<u>FY 1981</u>	<u>Estimated FY 1982</u>	<u>Estimated FY 1983</u>
Informal complaints	233	275	325
Formal complaints	30	37	45
Complaints resolved/adjusted	11	17	21
Women/Minorities in targeted occupations	272	286	300
EEO Counselors trained	18	40	40
Administrative inquiries performed	3	3	5
Participants - upward mobility program	87	71	85

^{1/} Field includes state, district, and area offices as appropriate, and the Denver Service Center.

ADMINISTRATIVE SERVICES AND SUPPORT

	<u>FY 1983 Base</u>		<u>FY 1983 Estimate</u>	
	<u>(\$000)</u>	<u>FTE</u>	<u>(\$000)</u>	<u>FTE</u>
<u>Public Information and Involvement</u>	<u>\$1,127</u>	<u>30</u>	<u>\$1,091</u>	<u>29</u>
Headquarters Office	703	18	667	17
Field	424	12	424	12

At the headquarters level, the staff is responsible for the Bureauwide program development and oversight of policies and practices for involving the public in Bureau decisions and for developing and maintaining productive working relationships with other Federal, state, and local agencies and user groups. It develops and provides guidance for Bureauwide formal cooperative agreements with such agencies and groups. It also manages the Bureau's publications program.

The staff also plans and operates the public information and media contact program at the headquarters level and provides advice to field line managers on public affairs media relations and information matters. It assures that appropriate channels are available for communicating with both public land users and the general public about resource issues.

At the field level, the public affairs staffs provide overall program assistance, support and guidance to State Directors and District Managers in the same program areas addressed by the Headquarters office. Direct informational and public participation efforts in support of individual program requirements are funded by the benefitting activity or subactivity.

	<u>FY 1983 Base</u>		<u>FY 1983 Estimate</u>	
	<u>(\$000)</u>	<u>FTE</u>	<u>(\$000)</u>	<u>FTE</u>
<u>Budget and Programming</u>	<u>\$3,022</u>	<u>85</u>	<u>\$2,952</u>	<u>83</u>
Headquarters Office	970	27	935	26
Field	2,052	58	2,017	57

All Bureau organizational units and levels have some role to perform in budgeting and programming efforts. The Headquarters Budget Office staff is responsible for the development, preparation, presentation, and accuracy of the Bureau's budget estimates and justifications. They prepare, monitor, and analyze data for program and budget documents, including the Annual Work Plan, the Operating Budget, the President's Budget, program "Packages" for the out-year budget, and the Four-Year Authorization. The Budget Office staff is also responsible for budget execution, assuring compliance with the provisions of the Appropriations Acts and for funds control to prevent overobligation of funds. The staff also prepares cost and manpower estimates, supplemental and reprogramming requests, and numerous other special analyses and reports involving the Bureau's budget status or requirements. The Budget Office is supported in this effort by program specialists from each part of the Headquarters organization relative to their programs' budgetary requirements. A portion of this supporting effort at the Headquarters level is also carried in this program element.

In the field, the personnel necessary to operate various phases of budget formulation and execution for their organizational units are located in the state and district offices and the Denver Service Center. This program includes only the costs of budget and programming work on a Bureauwide or consolidated basis. Budget and programming work in direct support of individual programs is funded by the benefitting activity or subactivity.

	FY 1983 Base		FY 1983 Estimate	
	(\$000)	FTE	(\$000)	FTE
<u>Procurement and Property Management</u>	<u>\$16,074</u>	<u>460</u>	<u>\$15,885</u>	<u>453</u>
Headquarters Office	2,689	54	2,599	51
Field	13,385	406	13,286	402

At the Headquarters level, the procurement and property management staff:

- ° plans and directs the Bureau's procurement, space management, and property management to ensure responsiveness to program needs and coordination with other Bureau programs;
- ° provides direct contracting services for the OCS studies program;
- ° provides program direction, goal development, and liaison with other governmental and private organizations for the Bureau's Small and Disadvantaged Business Utilization Program;
- ° reviews and analyzes Federal laws and regulations and develops directives and other guides regarding procurement and property management functions;
- ° identifies need for regulatory changes and provides advice and assistance to the Department in their preparation;
- ° processes and issues contracting officer warrants for the Bureau; and
- ° maintains liaison with vendors, manufacturers, and trade associations to stay abreast of new technology and market development in Bureau procurement areas.

At the field level the procurement and property management staffs implement the various systems and manage the operational aspects of procurement, property management, and space management required to support the ongoing resource management effort.

In FY 1981, BLM procurement organizations at all levels purchased goods and services totaling \$115.7 million. The Headquarters procurement staff processed \$40.6 million, of which approximately \$30 million was for the Outer Continental Shelf Studies Program. Contracting for the western states and Alaska is consolidated in the Denver Service Center, which awarded contracts for construction, studies, supplies, and services

totaling \$32.1 million. State and district office procurement staffs processed \$43 million in small purchase transactions under \$10,000 each. A similar level of activity is expected in FY 1983.

This element also provides for receiving, routing and delivering mail and correspondence sent to and initiated with the Bureau.

The property management workload includes inventory and control of the following:

- ° Capitalized and Major Noncapitalized Equipment
Approximately 100,000 items valued at \$64 million (acquisition value).
- ° Stores Account
Regular Operating Stores - Approximately \$4 million acquisition value.

Fire Stores - BIFC, Anchorage, Fairbanks - Approximately \$8 million in acquisition value.
- ° Motor Vehicle and Heavy Equipment Management
BLM-Owned - Approximately 940 motor vehicles and 400 self-propelled equipment units (tractors, road graders, forklifts, snowmobiles, etc.)

GSA-Motor Pool Assignments - Approximately 3,500 motor vehicles.
- ° Real Property
BLM Owned:
698 separate installations for program administration and management
1,242 buildings containing 1.3 million square feet
- ° GSA Lease

1.5 million square feet of office space
300 thousand square feet of storage space
100 thousand square feet of inside parking
1.5 million square feet of outside parking

	FY 1983 Base		FY 1983 Estimate	
	<u>(\$000)</u>	<u>FTE</u>	<u>(\$000)</u>	<u>FTE</u>
<u>Personnel, Training and Safety</u>	\$7,664	246	\$7,484	240
Headquarters Office	1,088	42	1,036	38
Field	6,576	204	6,448	202

The Headquarters office personnel, training and safety staffs formulate objectives, policies, and guidelines for Bureauwide activities. More specifically, the staffs:

- ° develop comprehensive personnel management programs covering all personnel functional areas to meet BLM mission accomplishment in compliance with laws, regulations, and public policies. This includes programs and policies for operating personnel offices in the Headquarters offices, the Service Center, each state office, and other Bureau offices where personnel authority is currently delegated;
- ° develop policies and programs to implement provisions of the Civil Service Reform Act of 1978, including Merit Pay for supervisors and the Senior Executive Service;
- ° develop policies and programs to implement the Bureau's Performance Improvement Systems, Incentive Awards Program, orientation, training, and planned employee development activities;
- ° develop policies and programs to carry out Bureau responsibilities for: position classification; merit promotion and internal placement plans; upward mobility; cooperative education; summer and seasonal employment; Federal Equal Opportunity Recruitment Program; and special emphasis programs designed to address the employment needs of handicapped, disadvantaged, underutilized and others identified by statute or regulations;
- ° develop policies, programs, and objectives for the Bureau's international cooperative and technical assistance programs;
- ° provide technical advice and assistance for Bureau technical training courses and training centers, including providing technical criteria and procedures on a Bureauwide basis. Provide executive and management training and other special programs such as the Presidential Management Intern Program; and
- ° develop, administer, and evaluate a program to further the occupational health and safety of Bureau employees and the safety of public land visitors.

The Headquarters, Service Center, and state office staffs provide the following to subordinate offices:

- ° technical advice and assistance in labor management relations that involve Bureau offices or employees; and
- ° counseling of employees including advice, assistance, interpretation, and guidance to employees concerning conflict-of-interest rules and interpretation of the Department's regulations relating to responsibilities, conduct, and employee rights. Conduct technical review of and make recommendations regarding employee complaints, adverse actions or grievance cases on appeal to the Director.

The servicing personnel office in each state office and other field office carries out the operational aspects of the program, which include:

- ° staffing and organizational analysis and classification of positions;
- ° processing personnel actions and issuing vacancy announcements;
- ° supervising the process of selecting, appointing, and releasing employees in the work force;
- ° determining training needs and advising supervisors on training opportunities;
- ° developing and managing a program that insures that employees receive proper orientation and the training needed to perform assigned duties at an acceptable level of performance;
- ° providing information on employee benefits and awards;
- ° handling employee grievances and complaints; and
- ° developing and maintaining safety awareness and loss control programs that effectively reduce injury and property damage losses.

	FY 1983 Base (\$000)	FTE	FY 1983 Estimate (\$000)	FTE
<u>Finance</u>	\$2,243	88	\$2,213	87
Headquarters Office	407	16	377	15
Field	1,836	72	1,836	72

The Headquarters finance staff directs the operation and improvement of the Bureau's integrated appropriation/cost accounting system to meet all managerial and legal accounting and financial management requirements. Specifically the staff:

- ° develops and provides guidance, implements and reviews accounting policies and procedures to maintain an efficient accounting system that meets the internal financial management requirements of the Bureau that is fully integrated with the Bureau's budgeting system, and is consistent with the requirements of the General Accounting Office, the Office of Management and Budget, the Department of Treasury, General Services Administration, and the Office of the Secretary;
- ° provides policy, program guidance, and technical assistance on financial control systems to Headquarters program offices, field offices, and the Service Center, with particular emphasis on fund accountability, accounting systems, receipt collections, payroll, voucher auditing, and making disbursements to meet Departmental and Federal accounting requirements;

- ° provides guidance and technical assistance for Bureauwide cost recovery programs and monitors billings and recovery of funds on major rights-of-way projects;
- ° develops policies, provides technical advice, and implements systems and procedures for processing and recording receipts from sales and leases of lands administered by the Bureau, and the Outer Continental Shelf, including the maintenance and management of the \$4.2 billion OCS investment account, and the disposition of these funds, payments, and loans to state and local governments;
- ° administers and develops programs and policies to implement and maintain systems procedures for payments made by the Federal government under the provisions of the Payments in Lieu of Taxes Act (P.L. 94-565), as amended, and provides advice, guidance and coordination with Federal, state and local government officials;
- ° oversees reconciliation of reports and records in accordance with principles and standards promulgated by the Comptroller General;
- ° monitors Bureau activities for accounting and reporting cash collections, disbursements, and payroll to ensure compliance with legal and administrative requirements; and
- ° investigates and processes tort claims.

The Denver Service Center (DSC) financial operations division processes financial documents that have been initiated at other field offices and maintains the Bureau's system of accounts and financial management reports. Finance staffs at Headquarters and DSC, and administrative personnel at the field offices initiate and process approximately 100,000 billing and payment documents and 1.2 million payroll actions each year, and will collect and deposit receipts totaling over \$19 billion in FY 1983.

	FY 1983 Base		FY 1983 Estimate	
	<u>(\$000)</u>	<u>FTE</u>	<u>(\$000)</u>	<u>FTE</u>
<u>Records and Directives Management</u>	<u>3,842</u>	<u>152</u>	<u>3,717</u>	<u>147</u>
Headquarters Office	308	10	233	7
Field	3,534	142	3,484	140

The directives management staff in the Headquarters office operates the Bureauwide directives and forms management processes and maintains standards and procedures for issuing BLM manuals and other Bureauwide directives. The staff ensures conformance with established guidelines and standards and provides consistency and quality control.

Records management staffs at all organizational levels maintain official files and correspondence in accordance with the Bureau paperwork management system. These central file systems contain 20,367 cubic feet of files and correspondence and 36,319 cubic feet of library reference material. The DSC staff provides guidance, training and quality control.

	FY 1983 Base		FY 1983 Estimate	
	(\$000)	FTE	(\$000)	FTE
Other Management Support	1,808	50	1,328	35
Headquarters Office	1,608	42	1,328	35
Field (Fire)	200	8	0	0

This category includes the Headquarters staffs that support the directorate and field level executives on matters involving congressional liaison, legislation and regulatory management, program evaluation, and management analysis. In addition, for FY 1982, it includes the regular time firefighting salary for full-time permanent employees who normally work other activities. For FY 1983, the benefitting activities will bear this cost. The cost and FTE breakdown for other management support is:

	FY 1983 Base		FY 1983 Estimate	
	(\$000)	FTE	(\$000)	FTE
Congressional Liaison	171	4	171	4
Support Staffs	1,473	38	1,157	31
Firefighting - Field	200	8	0	0

Decrease for FY 1983
(dollars in thousands)

	FY 1983 Base	FY 1983 Estimate	Decrease
Administrative Services \$	35,709	34,599	-1,110
FTE-T	(1,111)	(1,074)	(-37)

The decrease of \$1,110,000 is distributed among the sub-elements of administrative support as follows:

Program Element	FY 1983 Base		FY 1983 Estimate		Change	
	\$000	FTE-T	\$000	FTE-T	\$000	FTE-T
Administrative Services and Support:						
Public Information and Involvement	1,127	30	1,091	29	-36	-1
Budget and Programming	3,022	85	2,952	83	-70	-2
Procurement and Property Management	16,003	460	15,814	453	-189	-7
Personnel, Training, Safety	7,664	246	7,484	240	-180	-6
Finance	2,243	88	2,213	87	-30	-1
Records and Directives Management	3,842	152	3,717	147	-125	-5
Other Management Support	1,808	50	1,328	35	-480	-15
Total	35,709	1,111	34,599	1,074	-1,110	-37

The FY 1983 decrease reflects the full year effect of positions reduced in the Headquarters office reorganization of 1982 plus estimated FY 1983 economies to be achieved in certain headquarters and field organizations, and by charging the regular time of full-time permanent employees who are fighting fires to their regularly programmed subactivities.

Object Classification Distribution

The object class distribution for the \$1,110,000 personnel reduction is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Policy Analyst	14	2	\$ 89,962
Evaluation Specialist	13	1	35,826
Management Analyst	13	2	71,652
Budget Analyst	13	1	35,826
Program Analyst	13	2	71,652
Contracting Specialist	13	4	143,304
Public Information Specialist	13	1	35,826
Policy Analyst	13	2	71,652
Employee Development Specialist	12	1	32,013
Natural Resource Specialist	12	1	32,013
Personnel Specialist	11	7	186,970
Procurement Specialist	11	4	106,840
Records Specialist	9	3	66,219
Natural Resource Specialist	9	9	198,657
Voucher Examiner	7	1	18,046
Records Clerk	4	3	37,917
Clerk Typist	3	3	34,797
Mail and File Clerk	3	2	23,198
Total		49	1,292,370
Lapse percentage		<u>25%</u>	<u>+ 323,093</u>
Full time equivalent - Total		<u>37</u>	<u>969,277</u>
Personnel benefits			128,852
Travel and transportation of persons			7,000
Supplies and materials			<u>4,871</u>
Total			\$1,110,000

BUREAUWIDE FIXED COSTS

Base Program

The table below lists the individual items by actual FY 1981 cost, estimated FY 1982, FY 1983 base level, and FY 1983 estimate.

(dollar amounts in thousands)

<u>Cost Item</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>Base FY 1983</u>	<u>Estimated FY 1983</u>
Space Rental	15,797	19,184	21,559	21,559
General Purpose Wire Communications	(4,636)	(6,975)	(6,975)	(6,975)
FTS	2,481	3,435	3,435	3,435
Commercial Telephone and Facsimile Equipment	2,155	3,540	3,540	3,540
Transfer of Duty Station Moves	4,898	3,000	3,000	2,371
Mail and Postal Service	3,300	3,630	3,630	3,630
Injured Employee Compensation	1,020	992	1,756	1,756
Unemployment Compensation	3	200	200	200
 Total, Fixed Costs	 \$29,654	 \$33,981	 \$37,120	 \$36,491

Item Description:

Space Rental - \$21,559,000

This is the estimated cost of space rental and associated services from GSA and from other sources of 1.5 million square feet of office space, 300,000 square feet of warehouse and storage, and 100,000 square feet of wareyard and outside parking space, all required to implement the Bureau's programs.

Bureauwide facility space rental costs increased approximately 20 percent from FY 1981 to FY 1982 from \$10.42 to \$12.45 per square foot. Office space costs in the Washington area doubled from \$915,000 to \$1,884,000, and this resulted in a greater overall annual increase than in the past. Our normal increase from year to year is 14 percent, and the FY 1983 estimate is based upon that increase.

Cost per square foot varies widely according to location and other factors. The following table illustrates the situation in the Bureau:

<u>Location</u>	<u>Cost/Sq. Ft.</u>
New York City, New York	\$13.05
Washington, D.C.	18.16
Tuscaloosa, Alabama	5.95
Russellville, Arkansas	6.99
New Orleans, Louisiana	11.42
Las Cruces, New Mexico	5.58
Oklahoma City, Oklahoma	12.22
Denver, Colorado	10.60
Anchorage, Alaska	17.45
Bethel, Alaska	21.02
Casper, Wyoming	8.20
Los Angeles, California	9.63
Bakersfield, California	12.61

The entire cost of space rental increase has been included as a base adjustment for FY 1983 due its uncontrollable nature.

General Purpose Wire Communications - \$6,975,000

This cost includes:

FTS charge	\$3,435,000
Commercial telephone	3,390,000
Facsimile equipment	150,000

The FY 1983 FTS estimate was provided by GSA, along with a statement that changing tariff rates may increase costs substantially over the estimate. Commercial service and facsimile line charges will also increase with the tariff rates.

The estimate assumes that the total increase will come in FY 1982 and that charges can be held at approximately the same level in FY 1983.

Transfer of Duty Station/Household Moves - \$3,000,000

The reduction of \$1,898,000 in transfer of duty station costs between FY 1981 and FY 1982 is the result of a policy change in FY 1982, whereby the benefitting activities in the field offices bear the cost of interstate transfers of personnel in grades GS-10 and below. The General Administration activity pays for transfer of personnel in grades GS-11 or above. The basis for this policy is that moves of lower graded employees are generally for the advantage of a specific field organization and should be paid by that organization, whereas transfers of higher graded employees are normally for the benefit of the Bureau as a whole in terms of career development and improved effectiveness of the whole organization and therefore should be paid for centrally.

Statistics on numbers of moves and costs are as follows:

<u>Item</u>	<u>FY 1981</u>	<u>FY 1982</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>
Number of Transfer Moves paid centrally.....	596	332	307	243
Average cost per move	\$8,218	\$9,039	\$9,762	\$9,762
Total Amount (\$000)	\$4,898	\$3,000	\$3,000	\$2,371

Due to increasing costs of moves from higher tariff rates and increased fuel charges and allowances, the number of interstate transfers programmed will have to be reduced by 64 in FY 1983 in order to effect savings.

Mail and Postal - \$3,630,000

Actual FY 1981 postage costs were \$3,300,000 for approximately 21 million pieces of mail. The actual FY 1982 costs are anticipated to be 10 percent higher than the actual FY 1981 costs due to the November 1981 postal rate increase. The FY 1983 estimate assumes that there will not be additional postal rate increases during FY 1983, and that the Bureau's volume of mail sent will remain at the FY 1982 level.

Injured Employee Compensation - \$1,756,000

Estimates provided by the Department of Labor, Office of the Assistant Secretary for Employment Standards for costs of compensation and medical benefits paid to BLM employees injured on the job in 1981.

Unemployment Compensation - \$200,000

The Omnibus Reconciliation Act of 1980 (Public Law 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, be reimbursed to the Federal Employees Compensation Account of the unemployment trust fund by the various Federal agencies. The Bureau's obligation for this item is hard to establish at this time because of an absence of past experience. The proposed amount is the best available estimate, and is based in part on an assumption that additional Bureau employees will be terminated or placed on longer periods of furlough.

Decrease for FY 1982

		<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Decrease</u>
Bureauwide Fixed Costs	\$	37,191	36,562	-629

The \$629,000 decrease will result from the reduction in the number of interstate transfer of duty station moves that will be permitted in FY 1983.

Object Classification Distribution

The object class detail for the proposed \$629,000 decrease is as follows:

Personnel benefits	\$544,000
Travel and transportation of persons	<u>85,000</u>
Total	\$629,000

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Management of Lands and Resources	1983 Base		1983 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
<u>Object Class</u>						
Personnel compensation:						
11.1 Full-time permanent FTE-P.....	7,552	123,228	7,384	122,311	-168	-917
11.3 Other than full-time permanent.....	1,333	43,315	1,309	43,233	- 24	-82
11.5 Other personnel compensation.....	---	7,650	---	7,650	---	---
11.8 Special personnel services payments.	---	200	---	200	---	---
Total personnel compensation.....	8,885	174,393	8,693	173,394	-192	-999
12.1 Personnel benefits.....	---	23,266	---	22,636	---	-630
21.0 Travel and transportation of persons.....	---	12,909	---	13,546	---	+637
22.0 Transportation of things.....	---	10,514	---	11,157	---	+643
23.1 Standard level user charges.....	---	19,823	---	19,823	---	---
23.2 Communications, utilities, and other rent.....	---	17,665	---	18,000	---	+335
24.0 Printing and reproduction.....	---	4,489	---	4,862	---	+373
25.0 Other services.....	---	69,070	---	68,010	---	-1,060
26.0 Supplies and materials.....	---	24,032	---	25,296	---	+1,264
31.0 Equipment.....	---	7,534	---	10,642	---	+3,108
32.0 Lands and structures.....	---	8,023	---	6,100	---	-1,923
41.0 Grants, subsidies, and contributions.....	---	1	---	1	---	---
42.0 Insurance claims and indemnities.....	---	60	---	60	---	---
Total requirements.....	---	371,779	---	373,527	---	+1,748

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including [administrative expenses associated with the management of funds provided under the heads "Oregon and California Grant Lands" and "Acquisition, Construction, and Maintenance,"] The general administration of the Bureau of Land Management, [\$370,131,000] \$373,527,000.

(5 U.S.C. 583, 594; 43 U.S.C. 2, 54, 72, 129, 315, 1181a-f, 1701; 78 Stat. 986; Public Law 97-100, making appropriations for the Department of the Interior and related agencies, 1982.)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

14-1109-0-1-302	1981 Actual	1982 Estimate	1983 Estimate
Program by activities:			
Direct program:			
1. Energy and minerals management...	115,019	88,679	98,901
2. Lands and realty management.....	35,294	32,363	35,638
3. Renewable resource management....	129,957	111,837	102,255
4. Planning and data management.....	31,232	20,444	20,041
5. Cadastral survey.....	26,012	19,254	20,281
6. Firefighting and rehabilitation..	41,118	9,560	4,750
7. Technical services.....	1,247	1,542	13,018
8. General administration.....	5,357	76,647	78,643
Total, direct program.....	385,236	360,326	373,527
Reimbursable program:			
1. Energy and minerals management...	276	894	894
2. Lands and realty management.....	3,487	2,682	2,682
3. Renewable resource management....	1,326	2,235	2,235
5. Cadastral survey.....	4,044	4,023	4,023
6. Firefighting and rehabilitation..	3,847	3,576	3,576
8. General administration.....	---	1,590	1,590
Total, reimbursable program.....	12,980	15,000	15,000
Total program costs, funded.....	398,216	375,326	388,527
Change in selected resources (undelivered orders).....	19,743	---	---
10.0001 Total obligations.....	417,959	375,326	388,527

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

14-1109-0-1-302	1981 Actual	1982 Estimate	1983 Estimate
Financing:			
Offsetting collections from:			
11.0001 Federal funds.....	-10,732	-12,000	-12,000
14.0001 Non-Federal sources.....	-2,421	-3,000	-3,000
22.4001 Unobligated balance transferred from other accounts.....	---	-5,000	---
25.0001 Unobligated balance lapsing....	1,815	---	---
39.0001 Budget authority.....	406,621	355,326	373,527
Budget authority:			
40.0001 Appropriation.....	406,730	370,131	373,527
40.0001 Reduction pursuant to Public Law 97-100.....	---	-14,805	---
41.0001 Transferred to other accounts..	-109	---	---
43.0001 Appropriation (adjusted).....	406,621	355,326	373,527
Relation of obligations to outlays:			
71.0001 Obligations incurred, net.....	404,806	360,326	373,527
72.4001 Obligated balance, start of year.....	81,404	77,215	97,853
74.4001 Obligated balance, end of year.	77,215	97,853	120,090
77.0001 Adjustments in expired accounts	-9,005	---	---
90.0001 Outlays, excluding pay raise supplemental.....	399,990	339,688	351,290

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

14-1109-0-1-302	1981 Actual	1982 Estimate	1983 Estimate
<u>Direct Obligations:</u>			
Personnel compensation:			
11.101 Full-time permanent.....	108,395	119,620	122,540
11.301 Other than full-time permanent.	58,562	44,677	43,255
11.501 Other personnel compensation...	10,415	7,650	7,650
11.801 Special personal services payments.....	2,712	200	200
11.901 Total personnel compensation...	180,084	172,147	173,645
Personnel benefits:			
12.101 Civilian	23,138	22,185	22,664
21.001 Travel and transportation of persons	13,232	12,352	13,545
22.001 Transportation of things.....	12,101	11,060	11,157
23.101 Standard level user charges.....	12,971	17,448	19,823
23.201 Communications, utilities, and other rent.....	17,707	18,000	18,000
24.001 Printing and reproduction	5,273	4,820	4,862
25.001 Other services	97,610	62,183	67,831
26.001 Supplies and materials	27,436	25,077	25,296
31.001 Equipment	9,840	8,993	10,643
32.001 Lands and structures	5,357	6,000	6,000
41.001 Grants, subsidies and contributions.....	1	1	1
42.001 Insurance claims and indemnities	56	60	60
99.001 Total obligations	404,806	360,326	373,527

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

14-1109-0-1-302	1981 Actual	1982 Estimate	1983 Estimate
<u>Reimbursable obligations:</u>			
Personnel compensation:			
11.101 Full-time permanent	2,263	2,375	2,375
11.301 Other than full-time permanent.	2,132	2,234	2,234
11.501 Other personnel compensation...	272	275	275
11.801 Special personal services payments.....	10	---	---
11.901 Total personnel compensation...	4,677	4,884	4,884
Personnel benefits:			
12.101 Civilian	797	637	637
21.001 Travel and transportation of persons	1,192	1,192	1,192
22.001 Transportation of things.....	313	300	300
23.101 Standard level user charges....	215	---	---
23.201 Communications, utilities, and other rent.....	116	450	450
24.001 Printing and reproduction	23	---	---
25.001 Other services	4,125	5,607	5,607
26.001 Supplies and materials	1,266	1,450	1,450
31.001 Equipment	382	440	440
32.001 Lands and structures.....	46	40	40
42.001 Insurance claims and indemnities.....	1	---	---
99.001 Subtotal, reimbursable obligations.....	13,153	15,000	15,000
99.901 Total obligations	417,959	375,326	388,527

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

14-1109-0-1-302	1981 Actual	1982 Estimate	1983 Estimate
Direct:			
Total number of full-time permanent positions	4,746	4,998	5,120
Total compensable workyears:			
Full-time equivalent employment	8,300	8,618	8,693
Full-time equivalent of over-time and holiday hours	477	350	350
Average ES salary	50,112	50,112	50,112
Average GS grade	9.58	9.58	9.58
Average GS salary	23,954	25,104	25,104
Reimbursable:			
Total number of full-time permanent positions	90	90	90
Total compensable workyears:			
Full-time equivalent employment	361	166	166
Full-time equivalent of over-time and holiday hours	12	10	10
Average GS grade	9.58	9.58	9.58
Average GS salary	23,954	25,104	25,104

CONSTR., ACCESS,
& LAND ACQ.

Appropriation Summary Statement

Appropriation: Construction, Access, and Land Acquisition

Funds in this appropriation are used to meet three major objectives:

- ° to construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of public lands, and for providing physical access to these lands;
- ° to open Federal lands to public access for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation); and
- ° to acquire lands and interests in lands through the Land and Water Conservation fund when necessary for recreation and other appropriate uses that are essential to improving the manageability of the public lands and to provide equalization payments for land exchanges.

Justification of Changes

Construction, Access, and Land Acquisition

Appropriation, 1982	\$15,223,000
Unobligated balance from prior years	<u>2,879,000</u>
 Total, Available for Obligation	 \$18,102,000

Decreases:

Construction	\$ 894,000	
Access	1,733,000	
Land Acquisition	3,012,000	
Maintenance and Engineering ..	9,584,000	<u>\$15,223,000</u>
 Subtotal (unobligated carryover)		 \$ 2,879,000

Increases:

Construction	\$ 718,000	
Access	1,525,000	
Land Acquisition	468,000	
 Budget Estimate 1983		 <u>\$ 2,711,000</u>
 Total Available for Obligation 1983		 <u>\$ 5,590,000</u>

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

[Acquisition, Construction, and Maintenance] Construction, Access, and Land Acquisition

Title change: A change in title is proposed to reflect proposed transfers of activities from and to this appropriation (see Appropriation/Activity/Subactivity Crosswalk). In short, the new title is dictated by:

- ° transfer of maintenance to "Management of Lands and Resources,"
- ° merger of "Land Acquisition" appropriation into this account, and
- ° retitle of Acquisition (to Access) to distinguish easement purchases from purchase of tracts.

Addition: (a) "or waters"

(b) "including administrative expenses"

(c) "of which \$468,000 is to be derived from the Land and Water Conservation Fund"

These additions are taken from the enacted FY 1982 "Land Acquisition" language and are intended to continue these provisions without change, as follows:

- (a) provides for continued purchase of waters where tracts acquired may be partially submerged;
- (b) provides for expenses incurred in negotiating or consummating the purchase of lands or waters (in addition to purchase costs alone).
- (c) provides for continued funding of the land acquisition activity from the Land and Water Conservation Fund.

Addition: Provided, That the unexpended balances of funds appropriated to the Bureau of Land Management in the Heritage Conservation and Recreation Service "Land and Water Conservation Fund" and the unexpended balances of funds appropriated to the Bureau of Land Management in the "Land Acquisition" appropriation shall be merged with this appropriation.

This language provides for the consolidation of balances of previous appropriations for the same purpose into this appropriation. (Balances are available until expended under the provisions of those appropriations). At this time, however, it is not expected that any balances will be carried into 1983.

Deletion:

Land Acquisition

[For expenses necessary to carry out the provisions of sections 205 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interest therein, \$3,137,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.]

A merger of this appropriation into the new "Construction, Access, and Land Acquisition" appropriation is proposed because (a) the nature of the activity is similar to other capital investment activities in that appropriation, and (b) the size of the appropriation does not warrant the additional administrative and management costs of a separate appropriation.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CONSTRUCTION, ACCESS AND LAND ACQUISITION

Summary of Requirements

Activity/Subactivity	Appropriation		FTE-T	1983		Compared with
	1981	1982		Budget Estimate	Appropriation 1982	
1. <u>Construction, Access and Land Acquisition</u>						
Appropriation	5,988,000	6,575,000	110	2,711,000	49	- 3,864,000 - 61
Unobligated Balance Bro't Fwd ...	4,611,000	1/ 2,879,000		2,879,000		---
Obligation program	-3,447,000	-6,575,000		-2,711,000		- 3,864,000
Unobligated Balance Carried Fwd .	2,852,000	2,879,000		2,879,000		---
2. <u>Maintenance</u>						
Appropriation	8,780,000	8,648,000	198	---		- 8,648,000 -198
Unobligated Balance Bro't Fwd ...	115,000	---		---		---
Obligation program	-8,868,000	---		---		---
Unobligated Balance Carried Fwd .	27,000	---		---		---
Total Appropriation	14,768,000	15,223,000	51	2,711,000	49	-12,512,000 -259
Total Unobligated Bro't Fwd	4,726,000	1/ 2,879,000		2,879,000		---
Total Obligation Program	16,615,000	15,223,000		2,711,000		-12,512,000
Total Unobligated Carried Fwd	2,879,000	2,879,000		2,879,000		---

1/ Includes \$4,300,000 recovery of prior year obligations of Fire costs.

Justification of Adjustments to Base and Built-in Changes
(Dollar Amounts in Thousands)

	<u>FTE</u>	<u>Amount</u>
<u>Transfer:</u>		
From Construction, Access, and Land Acquisition...	-259	- 9,584

The Maintenance and Engineering Services function is transferred to Management of Lands and Resources from Acquisition, Construction and Maintenance. This function will become a subactivity under a new activity, Technical Services, within MLR. This will decrease the Construction, Access, and Land Acquisition Appropriation by 259 FTEs and \$9,584,000 (\$8,648,000 Maintenance, \$936,000 Engineering Services) in FY 1983.

Justification of Program and Performance

Activity: 1. Construction

FY 1982, \$894,000; FY 1983, \$718,000; a decrease of \$176,000.

Increase (+) or Decrease (-)

<u>Amounts</u>	<u>Total FY 1983 Program</u>	<u>Total FTE</u>	<u>Explanation</u>
A. -\$134,000	\$258,000	--	Building Construction
B. - 42,000	460,000	--	Recreation Construction
C. --	-0-	--	Transportation Construction
<u>-\$176,000</u>	<u>\$718,000</u>	<u>--</u>	

<u>Subactivity</u>	<u>FY 1982 Estimate</u>	<u>FY 1983 Estimate</u>	<u>Change</u>
Building Construction	\$392,000	\$258,000	-\$134,000
Recreation Construction	502,000	460,000	- 42,000
Transportation Construction	<u>-0-</u>	<u>-0-</u>	<u>--</u>
	\$894,000	\$718,000	-\$176,000

The FY 1983 program consists of the following projects:

Building Construction

Alaska, Galena Fire Station Sewage System	\$126,000
California, (Arizona State Office), Senator Wash Comfort Stations	132,000
Total Building Construction	<u>\$258,000</u>

Recreation Construction

California, Senator Wash Recreation Complex	\$135,000
New Mexico, Aguirre Springs Recreation Site	325,000
Total Recreation Construction	<u>\$460,000</u>

Total, Construction	\$718,000
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Authorization

43 U.S.C. 1748
P.L. 94-579
P.L. 95-352

Section 318 of the Federal Land Policy and Management Act requires reauthorization of BLM appropriations every four years. The current authorization (P.L. 95-352) provides for appropriations through 1982; appropriations for 1983 require the enactment of a new authorization.

43 U.S.C. 1731-32
1762, 1782
43 U.S.C. 1715
P.L. 94-579

The Federal Land Policy and Management Act of
1976 provides authority for:

43 U.S.C. 1701
P.L. 94-579

- acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (Section 205);
- construction of roads required for protection, development, and management of lands for utilization of forest and other resources; and
- directs that public lands be managed in a way that will protect scenic, historical, and archaeological values and that will provide for outdoor recreation and for human occupancy and use.

Justification of Program and Performance

Activity: 1. Construction
Subactivity: A. Building Construction

FY 1982, \$392,000; FY 1983, \$258,000; a decrease of \$134,000.

A. Building Construction - \$134,000; Total \$258,000

Construct facilities necessary for the management of the public lands and resources, such as office buildings, warehouses, communication buildings, vehicle storage buildings, fuel and lubricant storage facilities, fire detection and alarm systems, utility systems, site preparation, and retrofitting for energy conservation.

Proposal: The following projects are proposed for construction in FY 1983.

Alaska	Galena Fire Station Sewage System	Design, purchase and install a sewage pipe- line from the Galena Fire Station to an Air Force Sewer System one- half mile away	\$126,000
California	Senator Wash Recreation Complex	Construct two comfort station buildings and connect water, electrical and sewage systems	\$132,000
		Total	<u>\$258,000</u>

JUSTIFICATION OF PROJECTS

Location: Alaska

Project: Galena Fire Station - Sewer System

COST PHASING:

	<u>FY 1983</u>	<u>Future</u>
CONSTRUCTION:	\$126,000	- 0 -
TOTAL	\$126,000	- 0 -

FY 1983 PROJECT SCHEDULE:

	<u>Quarter</u>			
	<u>1st</u>	<u>2nd</u>	<u>3rd</u>	<u>4th</u>
Construction Start: June 1983			X	
Construction Completion: August 1983				X

Need: The Galena Fire Station is used each year during the fire season as the Western Alaska Supply Depot. The sewage drain field has failed due to soil conditions.

Description of project: The proposal is to design, purchase and install a sewage pipeline from the Galena Fire Station to an Air Force Sewer System one-half mile away. A cooperative agreement or license is necessary, but verbal approval from the base has been obtained.

Maintenance of this proposed pipeline will require an increase in the maintenance program of \$1,360 in future fiscal years.

Benefits: This proposal involves a one-time cost. The project should function at least 20 years without significant problems.

Alternatives/effect of postponement: Reconstruction of drainage field on a temporary basis. Annual cost for this alternative would be twice as much as the proposal and would only be temporary.

JUSTIFICATION OF PROJECTS

Location: Lower Colorado River -
Imperial County, California
Arizona State Office

Project: Senator Wash Complex

COST PHASING:

	<u>FY 1983</u>	<u>Future</u>
CONSTRUCTION:	<u>\$132,000</u>	<u>\$1,180,000 *</u>
TOTAL	\$132,000	\$1,180,000

FY 1983 PROJECT SCHEDULE:

	<u>Quarter</u>			
	<u>1st</u>	<u>2nd</u>	<u>3rd</u>	<u>4th</u>
Construction Start: December 1982	X			
Construction Completion: March 1983		X		

Need: The existing Imperial Dam - Senator Wash - Squaw Lake recreation complex now attracts more than 500,000 visitors annually. An existing 800-unit camping area is located in the flood plain directly below Imperial Dam. The area is heavily used in the winter by people from the northern part of the U.S., mostly retired couples, who leave the snowdrifts and heating bills of the north for the warm winter sun of the lower Colorado River.

In order to move this campground out of the hazardous area of the flood plain, the Bureau, in FY 1981 and FY 1982, is investing over \$500,000 to develop an electrical system and sewage treatment facility. These are under ground and are unusable without further development. The two comfort stations under "Building Construction" and the facilities proposed under "Recreation Construction" are the minimum development necessary to make the facility usable and to solve the problem of potentially hazardous use of the flood plain area for camping.

Description of project:

Construct two comfort stations and connect water, electrical, and sewage systems. This will allow campers in 800 units to move out of the flood plain below Imperial Dam. These two buildings will contain 1,100 square feet and will cost \$120/square foot.

The cost estimates are based on conceptual design using 1981 cost indices adjusted (10 percent per year) for anticipated inflation at the time of contract award. A detailed design and engineer's cost estimate will be developed in FY 1982.

Maintenance of these proposed facilities will require an increase in the maintenance program of \$13,000 in future fiscal years.

* Total Project through 1993.

Benefits:

- ° This project will provide a solution to the life-threatening camping problem in the floodplain below Imperial Dam.
- ° This project is another step in resolving the problem created by heavy use along the lower Colorado River and represents a commitment to the state and local governments to help provide a management framework on the Federal lands along the river within which the local infrastructure can operate.

Alternatives/effect of postponement:

The proposal assumes postponement of four of the six comfort stations that are needed to meet state and county health and safety standards. The immediate problem is to provide a safe alternative for the campers. Many of them are in self-contained campers and trailers so the construction of this project, with facilities proposed in "Recreation Construction," will provide a usable campground while postponing \$220,000 that would be required to construct the additional four buildings.

Justification of Program and Performance

Activity: 1. Construction
Subactivity: B. Recreation Construction

FY 1982, \$502,000; FY 1983, \$460,000, a decrease of \$42,000.

B. Recreation Construction - \$42,000; Total \$460,000

Construct safe facilities for camping, picnicking and other outdoor recreational activities on public land sites receiving heavy public use. These facilities include potable water, suitable sanitary facilities, and other improvements necessary to assure public health and safety and to protect the resource values of the public lands.

Proposal: The following projects are proposed for FY 1983.

Arizona	Senator Wash Complex	Recreational use waste holding tank and water and electrical distribution system to campsites	\$135,000
New Mexico	Aquirre Springs Recreation Area	Construct 20 additional family units, two group units and a water distribution system	325,000
TOTAL			\$460,000

Location: Imperial County, California
Arizona State Office
Project: Senator Wash Complex

COST PHASING:

	<u>FY 1983</u>	<u>Future</u>
CONSTRUCTION:	<u>\$135,000</u>	<u>\$1,180,000</u> *
TOTAL	\$135,000	\$1,180,000

FY 1983 PROJECT SCHEDULE:

	<u>Quarter</u>			
	<u>1st</u>	<u>2nd</u>	<u>3rd</u>	<u>4th</u>
Construction Start: December 1982	X			
Construction Completion: March 1983		X		

Need: The existing Imperial Dam - Senator Wash - Squaw Lake recreation complex now attracts more than 500,000 visitors annually. An existing 800-unit camping area is located in the flood plain directly below Imperial Dam.

In order to move this heavily used camp ground out of the hazardous situation on the flood plain, the Bureau, in FY 1981 and FY 1982, is investing over \$500,000 to develop an electrical system and sewage treatment facility. This is being done under ground and is unusable without further development. The two comfort stations under "Building Construction" and the facilities described below are the minimum development necessary to make the facility usable and to solve the problem of potentially hazardous use of the flood plain area for camping.

Description of project: Construct a waste holding tank station, a water distribution system, electrical distribution system, and appurtenances needed to make the relocated site usable.

The cost estimates are based on conceptual design using 1981 cost indices adjusted (10 percent per year) for anticipated inflation at the time of contract award. A detailed design and engineer's cost estimate will be developed in FY 1982.

Maintenance of these proposed facilities will require an increase in the maintenance program of \$14,000 in future fiscal years.

Benefits:

- ° This project will provide a solution to the life threatening camping problem in the floodplain below Imperial Dam, and

* Total Project through 1993.

- ° It is another step in resolving the problem created by heavy use along the lower Colorado River.

Alternatives/effect of postponement:

- ° No action - leave campers in flood plain, in a potential life-threatening situation and lose the previous investment of \$500,000 in underground facilities.
- ° Postpone project - same as for "no action" until project completion plus 10 percent cost increase for each year postponed.

Location: Las Cruces, New Mexico
Project: Aguirre Springs,
Organ Mountain Recreation Land

COST PHASING:

	<u>FY 1983</u>	<u>Future</u>
CONSTRUCTION:	<u>\$325,000</u>	<u>- 0 -</u>
TOTAL	\$325,000	- 0 -

FY 1983 PROJECT SCHEDULE:

	<u>Quarter</u>			
	<u>1st</u>	<u>2nd</u>	<u>3rd</u>	<u>4th</u>
Construction Start: March 1983		X		
Construction Completion: May 1983			X	

Need: The present facility has no water supply for the existing 35 family units or for overflow use in adjacent areas. Additionally, there are no sanitary facilities for overflow use. The current rate of use (130,000 visitors annually) exceeds existing capacity of the facility and creates serious health and safety problems which require correction. Overflow visitors are using areas adjacent to the access road creating congestion and an additional safety hazard. The area is within an hour's drive of 1.1 million people in New Mexico, West Texas, and the Juarez, New Mexico area.

Description of project: Construct a water distribution system, 20 additional family units, and two group camping units. The two group units will include four large tables, a 4-unit vault toilet, a 30-unit vehicle parking area and an asphalt-surfaced trail to accommodate wheel chairs.

The cost estimates are based on conceptual design using 1981 cost indices adjusted (10 percent per year) for anticipated inflation at the time of contract award. A detailed design and engineer's cost estimate will be developed in FY 1982.

Maintenance of these proposed facilities will require an increase in the maintenance program of \$15,000 in future fiscal years.

Benefits: If constructed, it will solve the health problem, making it unnecessary to haul water from Las Cruces for cleaning tables and toilets. The site will provide a sanitary facility for existing public use, and camping facilities will be adequate to accommodate the use that the area is now receiving.

Alternatives/effect of postponement:

- ° Continuation of existing unsanitary and unsafe conditions with the campground receiving use beyond its capacity.
- ° Closing the campsite when overcrowding occurs would require the employment of more personnel to enforce closure than are required to keep it open.

Justification of Program and Performance

Activity: 1. Construction
Subactivity: C. Transportation Construction

FY 1982, -0-; FY 1983, -0-; no change.

C. Transportation Construction

Construct roads, trails, and bridges necessary for safe access to over 400 million acres of public lands for management and public purposes.

Proposal: No funds are requested for the FY 1983 program in this subactivity.

Justification of Program and Performance

Activity: 2. Access

FY 1982, \$1,733,000; FY 1983, \$1,525,000; a decrease of \$208,000.

Increase(+) or Decrease(-)

<u>Amount</u>	<u>FTE-T</u>	<u>Total FY 1983 Program</u>	<u>FTE-T</u>	<u>Explanation</u>
-\$208,000	+5	\$1,525,000	41	Access acquisition

Objective

To open Federal lands to public access for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal land that are essential to implement planned BLM resource management programs (particularly forestry and recreation).

Authorization

43 U.S.C. 1748
P.L. 94-579
P.L. 95-352

Section 318 of the Federal Land Policy and Management Act requires reauthorization of BLM appropriations every four years. The current authorization (P.L. 95-352) provides for appropriations through 1982; appropriations for 1983 require the enactment of a new authorization.

43 U.S.C. 1731-32
1762, 1782
43 U.S.C. 1715
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides authority for:

- acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (Section 205);

43 U.S.C. 1715
P.L. 94-579

- construction of roads required for protection, development, and management of lands for utilization of forest and other resources; and

43 U.S.C. 1701
P.L. 94-579

- management of public lands in a way that will protect scenic, historical, and archaeological values and that will provide for outdoor recreation and human occupancy and use.

P.L. 90-542, as amended

The Wild and Scenic Rivers Act of October 2, 1968, Section 3(a)(5) designates portions of the Rogue River in Oregon as a component of the national wild and scenic rivers system; Section 7 authorizes acquisition of land and interests in land within the authorized boundaries of any component designated in Section 8.

16 U.S.C. 1241 P.L. 90-543, as amended	The <u>National Trails System Act</u> of October 2, 1968, Section 5(a)(2) authorizes and designates the Pacific Crest Trail, which extends from the Canadian border to the Mexican border as a National Scenic Trail; land acquisition authority is contained in Section 7(d) and (e).
16 U.S.C. 590a P.L. 74-85	The <u>National Soil Conservation Act</u> of April 27, 1935, Section 590a, authorizes the acquisition of lands or rights and interests therein.
16 U.S.C. 4601 P.L. 91-476	The <u>King Range National Conservation Area Act</u> of October 21, 1970, authorizes acquiring land or interests in land within the area and selected proximate lands.
16 U.S.C. 3101, <u>et. seq.</u> P.L. 96-487	The <u>Alaska National Interest Lands Conservation Act</u> of December 2, 1980, Section 1302, grants the authority to the Secretary of the Interior to acquire certain private lands within the boundaries of any conservation system unit other than National Forest Wilderness.
40 U.S.C. 257 P.L. 84-171	The <u>Act of August 1, 1888</u> , as amended, provides condemnation authority. The <u>Timber Access Road Act</u> of July 26, 1955, authorizes acquiring access of timber roads.

ACCESS

Need

Because of the checkerboard land ownership patterns in the West, Federal lands are often inaccessible. Lands that are "landlocked" by private or non-Federal government ownership either cannot be managed or are managed solely (and often erratically) through the forbearance of surrounding land owners.

In order for the general public to use and for the Bureau to manage the minerals, energy, timber, recreation, wildlife, and rangeland resources of the public lands, legal access is required through surrounding non-Federally owned lands.

In addition to an absence of physical access routes, there are literally hundreds of private roads crossing non-Federally owned lands that presently provide physical access to Federal land resources. Use of these roads to access Federal lands has been at the forbearance of the road owners through informal permission or "gentlemen's agreements" with the Bureau. However, access can be prevented at any time by controlling land owners, and road use must be legalized to assure unrestricted physical access to the Federal resources.

An estimated 25 million acres of the public lands in the 11 western states lack legal access, and more than 8,800 easements will ultimately be needed in order to manage those lands and use their resources.

(Acquiring all 8,800 easements will require decades.) An estimated 500 million board feet of timber as well as other resources are tied up by unresolved access problems.

Description

Providing legal right-of-way access requires the Bureau to locate the existing or proposed road by surveys, develop a legal description, conduct a title search, appraise values, and negotiate with the land owner for an easement or acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access for hunting, fishing or other noncommercial uses of the public lands.

FY 1983 Program Benefits

At the requested level of funding (\$1,525,000), the following will be accomplished:

- ° acquire 159 easements that will provide legal access to:
 - 50 million board feet of timber,
 - 10,000 cords of firewood,
 - 125,000 acres of livestock forage, and
 - 2,500 acres of recreation land.
- ° to legitimize BLM and public use of 13 miles of multi-purpose roads located on non-Federal lands, but providing access to public lands.

Following is a table comparing workloads at the FY 1983 Estimate levels with the FY 1982 Estimate:

Workload Measure

<u>Easements</u>	<u>FY 1982 Estimate</u>	<u>FY 1983 Estimate</u>	<u>Decrease</u>
Timber	92	82	-10
Range	43	28	-15
Recreation	26	20	-6
Multi-purpose (Including Energy)	<u>32</u>	<u>29</u>	<u>-3</u>
Total	193	159	-34

Object Classification Distribution

The object class detail for the proposed decrease of \$208,000 is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Land Examiner	11	4	+\$106,840
Land Examiner	9	<u>2</u>	<u>+ 44,146</u>
Total		6	+ 150,986
Lapse percentage		<u>25%</u>	<u>- 37,746</u>
Full time equivalent - Total		<u>+5</u>	<u>+ 113,240</u>
Personnel benefits			+ 15,287
Other services			- 235,000
Lands and structures			<u>- 101,527</u>
Total			<u>-\$208,000</u>

Justification of Program and Performance

Activity: 3. Land Acquisition

FY 1982, \$3,012,000; FY 1983, \$468,000; a decrease of \$2,544,000.

<u>Amount</u>	<u>FTE-T</u>	<u>Increase(+) or Decrease(-)</u> <u>Total FY 1983</u> <u>Program</u>	<u>FTE-T</u>	<u>Explanation</u>
-2,619,000	--	\$161,000	--	Parcel acquisition
+75,000	+3	307,000	8	Acquisition management
-2,544,000	+3	\$468,000	8	

Objectives

- ° to acquire land and interests in land and water recreation areas for public use and enjoyment. This program will improve the manageability of significant recreation resources and help meet the increasingly heavy visitor demand on recreation areas of the public lands.
- ° to continue acquisition on the Rogue Wild and Scenic River and to acquire an easement on the Pacific Crest Trail.

Authorization

43 U.S.C. 1748
P.L. 94-579
P.L. 95-352

Section 318 of the Federal Land Policy and Management Act requires reauthorization of BLM appropriations every four years. The current authorization (P.L. 95-352) provides for appropriations through 1982; appropriations for 1983 require the enactment of a new authorization.

43 U.S.C. 1731-32
1762, 1782
43 U.S.C. 1715
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides authority for:

- acquisition of lands or interest in lands when it is consistent with the mission of the Department and with land use plans (Section 205);
- construction of roads required for protection, development, and management of lands for utilization of forest and other resources; and
- management of public lands in a way that will protect scenic, historical, and archaeological values and that will provide for outdoor recreation and human occupancy and use.

43 U.S.C. 1701
P.L. 94-579

P.L. 90-542, as amended

The Wild and Scenic Rivers Act of October 2, 1968, Section 3(a)(5) designates portions of the Rogue River in Oregon as a component of the national wild and scenic river system; Section 7 authorizes acquisition of land and interests in land within the authorized boundaries of any component designated in Section 8.

P.L. 90-543, as amended
16 U.S.C. 1241

The National Trails System Act of October 2, 1968, Section 5(a)(2) authorizes and designates the Pacific Crest Trail, which extends from the Canadian border to the Mexican border as a National Scenic Trail; land acquisition authority is contained in Section 7(d) and (e).

16 U.S.C. 590a
P.L. 74-85

The National Soil Conservation Act of April 27, 1935, Section 590a, authorizes the acquisition of lands or rights and interests therein.

16 U.S.C. 460y-8
P.L. 91-476

The King Range National Conservation Area Act of October 21, 1970; authorizes acquiring land or interests in land within the area and selected proximate lands.

16 U.S.C. 3101, et. seq.
P.L. 96-487

The Alaska National Interest Lands Conservation Act of December 2, 1980, Section 1302, grants the authority to the Secretary of the Interior to acquire certain private lands within the boundaries of any conservation system unit other than National Forest Wilderness.

40 U.S.C. 257

The Act of August 1, 1888, as amended, provides condemnation authority.

Need

The Land Acquisition Program provides for the acquisition of land and interests in land in order to improve the manageability of specific management units and resources, to meet the requirements of specific acts of Congress such as for the King Range National Conservation Area, and the Rogue Wild and Scenic River. Funding for this program may be by direct appropriations either from the General Fund of the Treasury or from the Land and Water Conservation Fund. The FY 1983 program is for Land and Water Conservation Fund appropriations.

Description

This activity provides personal services to conduct field examinations, appraisals, surveys, environmental assessments, title clearances and negotiations for acquisition of lands, as well as funds to acquire the lands or interests in lands.

FY 1983 Program

Declarations of Taking (condemnation proceedings) have been filed and deposits made to the court for 10 parcels along the Rogue Wild and Scenic River in Oregon and one parcel on the Pacific Crest Trail. Of the original 300+ parcels, less than 20 remain to be acquired for the Rogue WSR project. Funds required to acquire these parcels are requested.. \$161,000

Continuing work is also proceeding on projects authorized in California, Montana, New Mexico and Oregon. Funds will be used to conduct pre-acquisition work and negotiations with land owners for acquisition. No land acquisition is expected to occur on these projects in FY 1983. Funds requested are..... 307,000

Total request, Land Acquisition..... \$468,000

FY 1983 Program Benefits

The FY 1983 program level will allow the acquisition program to be maintained in New Mexico, California and Montana while moving the Rogue River WSR and the Pacific Crest Trail acquisition program closer to completion.

Object Classification Distribution

The object class detail for the proposed decrease of \$2,544,000 is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Land Examiner	11	2	+\$ 53,420
Land Examiner	9	1	+ 22,073
Clerk	4	<u>1</u>	<u>+ 12,639</u>
Total		4	+ 88,132
Laspe percentage		<u>25%</u>	<u>- 22,033</u>
Full time equivalent - Total		+3	+ 66,099
Personnel benefits			+ 8,923
Other services			- 90,000
Lands and structures			<u>- 2,529,022</u>
Total			<u>-\$2,544,000</u>

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

[ACQUISITION, CONSTRUCTION, AND MAINTENANCE]

CONSTRUCTION, ACCESS, AND LAND ACQUISITION

For acquisition of lands or waters or interests therein, including administrative expenses, and construction [and maintenance] of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$12,720,000] \$2,711,000, of which \$468,000 is to be derived from the Land and Water Conservation Fund, to remain available until expended. Provided, That the unexpended balances of funds appropriated to the Bureau of Land Management in the Heritage Conservation and Recreation Service "Land and Water Conservation Fund" and the unexpended balances of funds appropriated to the Bureau of Land Management in the "Land Acquisition" appropriation shall be merged with this appropriation.

(16 U.S.C. 4601 4-11 594; 43 U.S.C. 2, 1181a, 1701, 1715, 1762; 69 Stat. 130; Public Law 97-100, making appropriations for the Department of the Interior and Related Agencies, 1982; additional authorizing legislation has been proposed.)

[LAND ACQUISITION]

[For expenses necessary to carry out the provisions of sections 205 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands and waters, or interests therein, \$3,137,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.]

(Public Law 97-100, making appropriations for the Department of the Interior and Related Agencies, 1982.)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION, ACCESS, AND LAND ACQUISITION
Program and Financing (in thousands of dollars)
Costs to this Appropriation

	Total Estimate	To 9/30/80	81 Actual	82 Estimate	83 Estimate	Analysis of 1983 Financing		
						Add selected resources and unobligated balance, end of year	Appropriation required, 1983	Appropriation required, to complete
14-1110-0-1-302								
Program by activities:								
Capital outlay								
1. Construction and acquisition.	78,397	72,304	2,160	1,750	718	---	718	1,465
2. Access.....	---	---	---	---	103	---	103	---
3. Land acquisition.....	---	---	---	2,175	90	---	90	---
4. Maintenance.....	---	---	533	510	---	---	---	---
Total, capital outlay.....	---	---	2,693	4,435	911	---	911	---
Operating Expenses								
1. Construction and acquisition.			2,631	1,813	---	---	---	---
2. Access.....			---	---	1,422	---	1,422	---
3. Land acquisition.....			---	837	378	---	378	---
4. Maintenance.....			8,112	8,138	---	---	---	---
Total, operating expenses.....			10,743	10,788	1,800	---	1,800	---
Total, direct program.....			13,436	15,223	2,711	---	2,711	---
Reimbursable Program			51	---	---	---	---	---
4. Maintenance.....			---	---	---	---	---	---
Change in selected resources (un- delivered orders).....			3,158	---	---	---	---	---
10.0001 Total obligations.....			16,645	15,223	2,711	---	---	---
Financing								
11.0001 Offsetting collections from: Federal funds.....			-21	---	---	---	---	---
13.0001 Non-Federal sources...			-9	---	---	---	---	---
17.0001 Recovery of prior year obli- gations.....			-4,300	---	---	---	---	---
21.4001 Unobligated balance avail- able, start of year.....			-426	-2,879	- 2,879	---	---	---
24.4001 Unobligated balance avail- able, end of year.....			2,879	2,879	2,879	---	---	---
39.0001 budget authority (appropriation).....			14,768	15,223	2,711	---	---	---
Budget Authority								
40.0001 Appropriation.....			14,768	12,720	2,243	---	---	---
Special Fund.....			---	3,137	468	---	---	---
40.0002 Reduction pursuant to Public Law 97-100.....			---	-634	---	---	---	---
Relation of obligations to outlays:								
71.0001 Obligations incurred, net ..			16,615	15,223	2,711	---	---	---
72.4001 Obligated balance, start of year.....			8,661	4,178	6,263	---	---	---
74.4001 Obligated balance, end of year.....			-4,177	-6,263	-6,767	---	---	---
78.0001 Adjustments in unexpired accounts.....			-4,300	---	---	---	---	---
90.0001 Outlays.....			16,799	13,138	2,207	---	---	---

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CONSTRUCTION, ACCESS, AND LAND ACQUISITION
Object Classification (in thousands of dollars)

14-1110-0-1-302	1981 Actual	1982 Estimate	1983 Estimate
Direct obligations:			
Personnel compensation:			
11.101 Full-time permanent.....	4,249	3,685	980
11.301 Positions other than full- time permanent.....	3,162	3,515	420
11.501 Other personnel compensation...	134	115	19
11.801 Special personal services payments.....	2	---	---
11.901 Total personnel compensation...	7,547	7,315	1,419
Personnel benefits:			
12.101 Civilian	785	761	148
21.001 Travel and transportation of persons	343	343	50
22.001 Transportation of things.....	867	664	90
23.101 Standard level user charges....	179	---	---
23.201 Communications, utilities, and other rent.....	62	47	---
24.001 Printing and reproduction	28	21	---
25.001 Other services	2,632	505	---
26.001 Supplies and materials	1,476	1,130	93
31.001 Equipment	307	235	---
32.001 Lands and structures	2,386	4,200	911
42.001 Insurance claims and indemnities.....	3	2	---
99.901 Total obligations.....	16,615	15,223	2,711

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CONSTRUCTION, ACCESS, AND LAND ACQUISITION
Personnel Summary

14-1110-0-1-302	1981 Actual	1982 Estimate	1983 Estimate
Direct:			
Total number of full-time permanent positions	168	139	37
Total compensable workyears:			
Full-time equivalent employment	333	308	49
Full-time equivalent of over-time and holiday hours	5	5	0
Average GS grade	9.58	9.58	9.58
Average GS salary	\$23,954	\$25,104	\$25,104

PAYMENT IN LIEU
OF TAXES

Appropriation Summary Statement

Appropriation: Payments in Lieu of Taxes

Public law 94-565 (31 U.S.C. 1601), as amended, provides for payments in lieu of taxes to counties and other units of local governments in which lands administered by BLM, the Forest Service, the National Park Service, and certain other agencies are located.

No appropriation for Payments in Lieu of Taxes is requested at this time. The President's budget includes \$45 million under new legislation proposed for later transmittal.

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Payments in Lieu of Taxes

Deletion:

No appropriation for Payments in Lieu of Taxes is proposed at this time. The budget includes \$45 million under proposed legislation.

New appropriation language will be proposed with the appropriation request.

Summary of Requirements
(Dollar Amounts in Thousands)

Appropriation: Payments in Lieu of Taxes

<u>Summary of adjustments to base and built-in changes:</u>				<u>FTE</u>	<u>Amount</u>
Appropriation enacted to date, 1982.....				5	95,520
Adjustment to base and built-in changes.....				---	---
1983 Base.....				5	95,520

Inc. (+)
or

Dec. (-)

Over 1983 Base
FTE Amount

Comparison by Activities:

	1981 Actual FTE	Amount	1982 Appropriation Enacted to Date FTE	Amount	1983 Base FTE	Amount	1983 Estimate FTE	Amount	
1. Appropriation Total	2	103,000	5	95,520	5	95,520	5	45,000	1/
	-	-	-	-	-	-	-	-	-
Total Requirements	2	103,000	5	95,520	5	95,520	5	45,000	1/
							---	-50,520	
							---	-50,520	

1/ Proposed for later transmittal under new legislation proposed for later transmittal.

Justification of Program and Performance

Appropriation: Payments in Lieu of Taxes

(dollar amounts in thousands)

<u>Program Elements</u>	<u>1982 Approp. Enacted to Date</u>	<u>FY 1983 Base</u>	<u>FY 1983 ^{1/} Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Total Requirements (\$)	95,520	95,520	45,000	-50,520
(FTE-Total)	(5)	(5)	(5)	---

1/ Proposed for later transmittal under proposed legislation.

Authorization

31 U.S.C. 1601
P.L. 94-565

The Payments in Lieu of Taxes Act, as amended, authorizes and directs the Secretary of Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands....are located."

Objectives

Subject to the enactment of legislation to be proposed;

- ° to determine the amounts of payments for which local governments are eligible; and
- ° to made payments to the extent that funds are available to all qualified recipients.

Base Program

The base funding level provides payments to units of local governments at the 1982 appropriation level and includes a ceiling of \$400,000 for administrative costs incurred by BLM, Forest Service, National Park Service, and Corps of Engineers.

Decrease for 1983

The proposed decrease of \$50,520,000 assumes enactment of new legislation proposed for later transmittal.

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Decrease</u>
(\$)	95,520	45,000	- 50,520
(FTE-Total)	(5)	(5)	(--)

Object Classification Distribution

The object class detail for the \$50,520,000 decrease is as follows:

Grants, subsidies, and contributions	<u>\$50,520,000</u>
Total	\$50,520,000

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Payments in Lieu of Taxes

Object Class:	1983 Base		1983 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 Permanent positions FTE-P	4	50	4	50	--	--
11.3 Positions other than permanent	1	75	1	75	--	--
Total personnel compensation	5	125	5	125	--	--
Other Objects:						
12.1 Civilian personnel benefits		13		13	--	--
25.0 Other services		10		10	--	--
41.0 Grants, subsidies, and contributions		44,852		44,852	--	--
Total requirements		45,000		45,000		--

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES

[For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 1601) \$99,500,000, of which not to exceed \$400,000 shall be available for administrative expenses: Provided, that this appropriation may be used to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.]

(Public Law 97-100, making appropriations for the Department of the Interior and related agencies, 1982.)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

14-1114-0-1-852	1981 Actual	1982 Estimate	1983 Estimate
<u>Program by activities:</u>			
Payments to local governments (total program costs, funded)	108,480	95,520	45,000
Change in selected resources (undelivered orders)	-521	---	---
10.0001 Total obligations	107,959	95,520	45,000
<u>Financing:</u>			
21.4001 Unobligated balance available, start of year	-5,000	---	---
24.4001 Unobligated balance available, end of year	---	---	---
25.0001 Unobligated balance lapsing....	41	---	---
40.0001 <u>Budget authority (appropriation)</u>	103,000	95,520	45,000
<u>Relation of obligations to outlays:</u>			
71.0001 Obligations incurred, net.....	107,959	95,520	45,000
72.4001 Obligated balance, start of year.....	6	4,402	4,402
74.4001 Obligated balance, end of year.	-4,402	-4,402	-4,402
77.0001 Adjustments in expired accounts.....	519	---	---
90.0001 Outlays	104,082	95,520	45,000

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

14-1114-0-1-852	1981 Actual	1982 Estimate	1983 Estimate
Personnel compensation:			
11.101 Full-time permanent.....	37	50	50
11.301 Other than full-time permanent.	3	75	75
11.501 Other personnel compensation...	---	---	---
11.901 Total personnel compensation...	40	125	125
Personnel benefits:			
12.101 Civilian.....	4	13	13
25.001 Other services.....	4,477	10	10
26.001 Supplies and materials.....	13	---	---
31.001 Equipment.....	7	---	---
41.001 Grants, subsidies and contributions.....	103,418	95,372	44,852
99.901 Total obligations.....	107,959	95,520	45,000

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES
Personnel Summary

14-1114-0-1-852	1981 Actual	1982 Estimate	1983 Estimate
Direct:			
Total number of full-time permanent positions	2	2	2
Total compensable workyears:			
Full-time equivalent employment	2	5	5
Full-time equivalent of over-time and holiday hours	0	0	0
Average GS grade	9.58	9.58	9.58
Average GS salary	\$ 23,954	\$ 25,104	\$ 25,104

APPROPRIATION SUMMARY STATEMENT

Appropriation: Oregon and California Grant Lands

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road Lands for permanent forest production under the principle of sustained yield. The goals of the management program are to provide a permanent supply of timber, protect watersheds, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource. The proposed FY 1983 program by activity financed under this appropriation is as follows:

1. Construction and Acquisition - Provides \$1,090,000 for preliminary survey and design of projects planned in future years, and for acquisition of 40 road easements to commercial timber areas in support of the Timber Management program. No construction projects are proposed in FY 1983.
2. Maintenance - Provides \$5 million to maintain access roads, operate and maintain recreation facilities, and maintain administrative facilities.
3. Renewable Resources Management - Provides \$46,340,000 for reforestation, timber stand improvement, commercial thinning, forest genetics, protection, the sale of timber including mortality salvage and other resource management actions on O&C lands necessary to offer 1.1 billion board feet of timber with an estimated value of \$232 million in FY 1983.
4. Planning and Data Management - Provides \$452,000 to prepare and update Bureau planning system documents and to pay for automated data processing costs related to the management of O&C lands and their resources.

Status of the O&C Grant Land Fund is as follows:	<u>Amount</u> <u>(\$000)</u>
Carryover into FY 1982	2,107,000
Estimated new budget authority FY 1982	52,788,000
Total available FY 1982	54,895,000
Obligations FY 1982	52,788,000
 Carryover into FY 1983	 2,107,000
Proposed appropriation, FY 1983	52,883,000
Total available FY 1983	54,990,000
Obligations FY 1983	52,883,000
 Carryover into FY 1984	 2,107,000

In FY 1982 Congress provided a direct appropriation of \$52,788,000 for the O&C appropriation. A direct appropriation is also being requested for FY 1983. This approach will eliminate the difficulties in projecting appropriation levels as a result of economic fluctuations and permit more orderly program planning and management of the lands in western Oregon. The General Fund of the Treasury will be reimbursed for the amount of this direct appropriation to the extent that 25 percent of the total receipts collected from the O&C lands in FY 1983 equals the amount appropriated. The reimbursement will be provided by the Oregon and California Grant Lands special funds under the provisions of the second paragraph of subsection (b) of Title II of the Act of August 28, 1937 (50 Stat. 876).

Appropriation: Oregon and California Grant Lands

Inc.(+) or Dec.(-) Over 1983 Base	FTE	Amount
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[illegible]

Justification of Adjustments to Base and Built-in Changes
(Dollar Amounts in Thousands)

	<u>FTE</u>	<u>Amount</u>
<u>Decrease:</u>		
One-time decrease in costs of construction projects (zero-based).....	---	- 3,921
Total Adjustments.....	---	- 3,921

The Construction program is zero-based. The non-recurring costs related to the FY 1982 projects account for the decrease of \$3,921,000 for FY 1983.

SUMMARY OF REQUIREMENTS - CONSTRUCTION
BUREAU OF LAND MANAGEMENT
Oregon and California Grant Lands
Construction and Acquisition
Analysis by Activity
(dollar amounts in thousands)

Activity/Subactivity	Appropriation 1981	Appropriation 1982	FTE-T	1983 Budget Estimate	1983 Budget Estimate Compared to 1982	
					FTE-T	Appropriation FTE-T
1. <u>Construction and Acquisition</u>						
Appropriation.....	6,757	3,921	33	1,091	20	-2,830
Unobligated Balance Br't Fwd...	2,301	1,772		1,772		---
Obligation Program.....	7,286	3,921		1,091		-2,830
Unobligated Bal. Carried Fwd...	1,772	1,772		1,772		---
2. <u>Maintenance</u>						
Appropriation.....	5,570	6,221	167	5,000	167	-1,221
Unobligated Balance Br't Fwd...	53	95		95		---
Obligation Program.....	5,528	6,221		5,000		-1,221
Unobligated Bal. Carried Fwd...	95	95		95		---
3. <u>Renewable Resources</u>						
Appropriation.....	34,792	42,090	887	46,340	860	+4,250
Unobligated Balance Br't Fwd...	80	228		228		---
Obligation Program.....	34,644	42,090		46,340		+4,250
Unobligated Bal. Carried Fwd...	228	228		228		---
4. <u>Planning and Data Management</u>						
Appropriation.....	879	556	23	452	13	- 104
Unobligated Balance Br't Fwd...	115	12		12		---
Obligation Program.....	982	556		452		- 104
Unobligated Bal. Carried Fwd...	12	12		12		---
Total Appropriation.....	47,998	52,788	1,110	52,883	1,060	+ 95
Total Unobligated Br't Fwd.....	2,549	2,107		2,107		---
Total Obligated Program.....	48,440	52,788		52,883		+ 95
Total Unobligated Carried Fwd.....	2,107	2,107		2,107		---

Justification of Program and Performance

Appropriation: Oregon and California Grant Lands

Authorization

43 U.S.C. 1181
P.L. 75-405

The Conservation of Timber on Certain Lands in Oregon Act of 1937 provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road lands.

53 Stat. 753

The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in Western Oregon.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

43 U.S.C. 1702
P.L. 94-579

The Federal Land Policy and Management Act of 1976 applies to all "public lands" which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, in the event that any provision of this Act is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

The Oregon and California Grant Lands Act of 1937 (43 USC 1181) provided that revenues from the Oregon and California (O&C) Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties;
2. Twenty-five percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; and
3. Twenty-five percent to the general fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands.

By 1951, the Treasury had been repaid in full for money advanced to make payments in lieu of taxes, and according to the O&C Act the 18 counties were entitled to 75 percent of the receipts. However, in 1953 the counties offered to return one-third (or 25 percent of total receipts) to the United States for the exclusive development and management of O&C lands.

Since 1953, Congress has appropriated a portion of the returned receipts for management of the O&C lands. Since 1960, the full 25 percent of aggregate receipts has been appropriated by Congress under the Oregon and California Grant Land Fund Appropriation.

In FY 1982, for the first time, a direct appropriation of \$52,788,000 was approved by Congress to eliminate the uncertainty associated with financing management of these lands under the receipt limitation appropriation, caused by fluctuating receipts from timber sales. Under the direct appropriation approach, 25 percent of the total receipts, formerly appropriated for management of the O&C lands are now transferred to the General Fund in the Treasury to reimburse it for all or part of the direct appropriation. BLM's FY 1983 O&C appropriation request is a continuation of this approach.

Construction and Acquisition Program Synopsis

Activity: 1. Construction and Acquisition

(Dollar Amounts in Thousands)

<u>Subactivity</u>		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
A. Building Construction	\$	56	---	--	--
	(FTE-T)	(3)	(3)	(--)	(-3)
B. Recreation Construction	\$	144	---	55	+55
	(FTE-T)	(6)	(6)	(2)	(-4)
C. Transportation Construction					
1. Bureau of Land Management	\$	1,458	---	336	+336
	(FTE-T)	(9)	(9)	(9)	(--)
2. Forest Service	\$	1,609	---	300	+300
	(FTE-T)	(---)	(---)	(---)	(--)
Total	\$	3,067	---	636	+636
	(FTE-T)	(9)	(9)	(9)	(--)
D. Access Acquisition	\$	654	---	400	+400
	(FTE-T)	(15)	(15)	(9)	(-6)
Total	\$	3,921	---	1,091	+1,091
	(FTE-T)	(33)	(33)	(20)	(-13)

FY 1983 Program (Dollar Amounts in Thousands)

	Decrease from FY 1982	FTE-P	Total Program	FTE-Total	Explanation
A.	- 56	(-3)	0	(--)	Building Construction
B.	- 89	(-4)	55	(2)	Recreation Construction
C.	-2,431	(--)	636	(9)	Transportation Construction
D.	- 254	(-6)	400	(9)	Access Acquisition
	-2,830	(-13)	1,091	(20)	

A breakdown of the FY 1982 and FY 1983 program, between the BLM and Forest Service (FS) is as follows:

(dollars in thousands)

<u>Subactivity</u>	FY 1982			FY 1983		
	<u>BLM</u>	<u>FS</u>	<u>Total</u>	<u>BLM</u>	<u>FS</u>	<u>Total</u>
Building Construction	56	0	56	0	0	0
Recreation Construction	144	0	144	55	0	55
Transportation Construction	1,458	1,609	3,067	336	300	636
Acquisition	654	0	654	400	0	400
Total	2,312	1,609	3,921	791	300	1,091

Construction and Acquisition is a zero-based program. The FY 1983 program consists of the following projects:

<u>Building Construction</u>	<u>Amount</u>	<u>FTE-T</u>
No activity planned	\$ ---	(---)
<u>Recreation Construction</u>		
Nestucca River Site Survey and Design	\$ 55,000	(2)
Total Recreation Construction	\$ 55,000	(2)
<u>Transportation Construction</u>		
Survey and design of future timber roads, and transportation system planning	\$ 336,000	(9)
Forest Service Transportation Construction	300,000	(---)
Total, Transportation Construction	\$ 636,000	(9)
<u>Acquisition</u>		
Title clearance, appraisals and purchase of 40 easements	\$ 400,000	(9)
Total, Acquisition	\$ 400,000	(9)
TOTAL, CONSTRUCTION AND ACQUISITION	\$1,091,000	(20)

Justification of Program and Performance

Activity: 1. Construction and Acquisition
Subactivity: A. Building Construction

(Dollar Amounts in Thousands)

<u>Program Element</u>		<u>1982 Approp. Enacted to Date</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Building Construction	\$	56	--	--	--
	(FTE-T)	(3)	(3)	--	(-3)

Objective

Provide buildings and storage facilities required for the management and administration of the O&C Grant Lands resource programs.

FY 1983 Program

No building construction projects are scheduled for FY 1983. No survey and design is needed for near future projects.

Justification of Program and Performance

Activity: 1. Construction and Acquisition
Subactivity: B. Recreation Construction

(Dollar Amounts in Thousands)

<u>Program Element</u>	<u>1982 Approp. Enacted to Date</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Recreation Construction \$	144	--	55	+55
(FTE-T)	(6)	(6)	(2)	(-4)

Objective

To provide planning, site studies, survey and design and construction supervision for new construction and upgrading of recreation facilities on O&C Lands.

FY 1983 Program

The FY 1983 program of \$55,000 will complete the survey and design of the high priority site restoration needed at the Nestucca River Recreation Site. This site has been heavily used for many years, and many of the facilities can no longer be kept up to current safety and health standards through normal maintenance.

A complete reconstruction is needed to bring the site up to current safety and health standards and to insure that the standards can be maintained through established maintenance procedures.

Object Classification Distribution

The object class detail for the \$55,000 estimate is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>No.</u>	<u>Actual Salary</u>
Engineering Technician	7	1	\$16,984
Engineering Technician	5	<u>1</u>	<u>12,854</u>
		2	
Total			29,838
Lapse percentage		--	--
Full time equivalents - Total		<u>2</u>	<u>29,838</u>
Personnel benefits			4,022
Travel and transportation of persons			1,500
Other services			18,000
Supplies and materials			<u>1,640</u>
Total			\$55,000

Justification of Program and Performance

Activity: 1. Construction and Acquisition
Subactivity: C. Transportation Construction

(Dollar Amounts in Thousands)

<u>Program Element</u>		<u>1982 Approp. Enacted to Date</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
1) BLM	\$	396	--	336	+336
	(FTE-T)	(9)	(9)	(9)	(--)
2) U.S. Forest Service	\$	1,609	--	300	+300
	(FTE-T)	(17)	(--)	(3)	(+3)
3) Federal Highway Admin.	\$	1,062	--	--	--
	(FTE-T)	(3)	(--)	(--)	(--)
Total Requirements	\$	3,067	--	636	+636
	(FTE-T)	(29)	(9)	(12)	(+3)

Objective

To provide survey, design and construction supervision for access road construction associated with timber management on O&C lands managed by both the BLM and the Forest Service.

FY 1983 Program

BUREAU OF LAND MANAGEMENT

The \$336,000 program will enable BLM to maintain signing programs and transportation system activity plans, and complete survey and design of timber sale roads associated with the FY 1984 timber sale program.

FEDERAL HIGHWAY ADMINISTRATION

No funding is planned for Federal Highway Administration in FY 1983. The usual purchase of road surfacing aggregate will not be made, because the decreased timber harvest in FY 1981 and 1982 has not depleted stock-piled aggregate at the usual rate, thereby leaving enough material in stock for anticipated FY 1983 needs.

Object Classification Distribution

The object class detail for the BLM budget of \$336,000 is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>No.</u>	<u>Actual Salary</u>
Civil Engineer	GS-11	2	\$ 53,420
Civil Engineering Technician	GS-9	4	85,696
Civil Engineering Technician	GS-7	2	31,524
Engineering Aid	GS-5	<u>1</u>	<u>14,138</u>
Total		9	184,778
Lapse percentage		--	--
Full time equivalents - Total		<u>9</u>	<u>184,778</u>
Personnel benefits			24,390
Travel and transportation of persons			5,000
Other services			113,832
Supplies and materials			<u>8,000</u>
Total			\$336,000

FOREST SERVICE

The Forest Service program of \$300,000 will complete construction contracts started in FY 1982 for roads to be used in the management of the O&C lands located within the National Forest boundaries.

Object Classification Distribution

The object class detail for the FS estimate of \$300,000 is as follows:

<u>Position Title</u>	<u>Grade</u>	<u>No.</u>	<u>Actual Salary</u>
Civil Engineer	GS-11	1	\$ 26,710
Civil Engineering Technician	GS-7	<u>2</u>	<u>35,030</u>
Total		3	61,740
Lapse percentage		-	-
Full-time equivalents-Total		<u>3</u>	<u>61,740</u>
Personnel benefits			8,026
Travel and transportation of persons			1,000
Other services			228,234
Supplies and materials			<u>1,000</u>
			\$300,000

Justification of Program and Performance

Activity: 1. Construction and Acquisition
Subactivity: D. Access Acquisition

(Dollar Amounts in Thousands)

<u>Program Element</u>		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
1) Access Acquisition	\$	654	--	400	+400
	(FTE-T)	(15)	(9)	(9)	(--)

Objectives

- Acquire those legal rights that are necessary to place improvements on and to provide access across non-Federal lands for the purpose of implementing planned resource programs on the public lands with emphasis on timber needs.
- Acquire non-Federal lands essential to the optimum management of the public land and its resources.

FY 1983 Program

The proposed acquisition program for FY 1983 consists of acquiring 40 easements to public lands to provide access to 400 million board feet of timber valued at \$96 million. The workload includes easement survey, negotiations, appraisal, acquisition of title evidence, payment for acquired rights, and processing of agreements for the exchange of road use.

Object Classification Distribution

The object class detail for the FY 1983 program is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>No.</u>	<u>Actual Salary</u>
Access Specialist	GS-11	3	\$ 80,130
Access Specialist	GS-9	4	88,292
Engineering Technician	GS-7	2	36,092
Total		9	204,514
Lapse percentage		--	--
Full time equivalents - Total		9	204,514
Personnel benefits			26,996
Travel and transportation of persons			6,000
Other services			11,000
Supplies and materials			1,490
Lands and structures			150,000
Total			\$400,000

Activity Statistical Summary

Activity: 2. Maintenance

(Dollar Amounts in Thousands)

<u>Subactivity</u>		<u>1982 Approp. Enacted to Date</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
A. Building Maintenance	(\$)	586	586	500	-86
	(FTE-T)	(8)	(8)	(8)	(--)
B. Recreation Maintenance	(\$)	1,080	1,080	1,000	-80
	(FTE-T)	(36)	(36)	(36)	(--)
C. Transportation Maintenance	(\$)	4,555	4,555	3,500	-1,055
	(FTE-T)	(123)	(123)	(123)	(--)
Total	(\$)	6,221	6,221	5,000	-1,221
	(FTE-T)	(167)	(167)	(167)	(--)

Justification of Program and Performance

Activity: 2. Maintenance
Subactivity: A. Building Maintenance

(Dollar Amounts in Thousands)

<u>Program Element</u>		1982 Approp. Enacted to Date	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	Inc. (+) or Dec. (-)
Building Maintenance	\$	586	586	500	-86
	(FTE-T)	(8)	(8)	(8)	(--)

Objectives

- ° inspection of all buildings, yards, and parking lots and identification of needed repairs;
- ° repair of interior and exterior of buildings as required;
- ° repair and/or replacement of water, sewage and electrical utility systems that do not meet safety and health codes; and
- ° resurface of parking areas, repair of fences, and upkeep on landscaping at administrative facilities.

FY 1983 Base Program

The base program for FY 1983 provides maintenance on an as-needed basis on the following:

<u>Item</u>	<u>Number</u>	<u>Sq. Ft.</u>
Office buildings	6	134,000
Other buildings (warehouses, fire lookouts, interpretive buildings, etc.)	91	163,000
Quarters		
- standard structures	4	9,282
- mobile	1	1,844
Grounds maintained (wareyards, lawns)	44	3,121,690
Water systems	37	--
Sewer systems	41	--

Decrease for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Decrease</u>
\$	586	500	-86
(FTE-T)	(8)	(8)	(--)

Lower priority maintenance projects will be deferred. All health and safety standards will be maintained, and protection of the capital investments will be maintained.

Object Classification Distribution

The object class detail for the proposed \$86,000 decrease is as follows:

Other services	\$75,000
Supplies and materials	11,000
Total	<u>\$86,000</u>

Justification of Program and Performance

Activity: 2. Maintenance
Subactivity: B. Recreation Maintenance

(Dollar Amounts in Thousands)

<u>Program Element</u>		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Recreation Maintenance	\$	1,080	1,080	1,000	-80
	(FTE-T)	(36)	(36)	(36)	(--)

Objective

To maintain developed and undeveloped sites to provide a safe, healthy environment for the public users and to protect prior capital investments of the United States.

Base Program

The base program consists of maintaining the following:

<u>Workload Measure</u>	FY 1981 Actual	FY 1982 Estimate	FY 1983 Base
Camps and picnic sites (family units)	1,335	1,335	1,335
Water systems (#)	40	40	40
Sewer systems (#)	24	24	24
Trails within recreation sites (miles)	19	19	19
Signs maintained (#)	86	100	90
Hazards reduced (#)	3	13	10

Decrease for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Decrease</u>
\$	1,080	1,000	-80
(FTE-T)	(36)	(36)	(--)

Maintenance levels will be maintained to insure that all health and safety standards are met and that capital investments are protected. Approximately \$80,000 worth of services, previously contracted, will be deferred or performed by BLM crews. Our goal is to reduce the overall cost of maintaining a unit from the FY 1982 estimate of \$756 to \$702.

Object Classification Distribution

The object class detail for the proposed \$80,000 decrease is as follows:

Other services	\$80,000
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Justification of Program and Performance

Activity: 2. Maintenance
Subactivity: C. Transportation Maintenance

(Dollar Amounts in Thousands)

<u>Program Element</u>		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
1) BLM	\$	3,705	4,055	3,000	-1,055
	(FTE-T)	(123)	(123)	(123)	(--)
2) Federal Highway Admin.	\$	850	500	500	--
	(FTE-T)	(2)	(1)	(1)	(--)
Total Requirements	\$	4,555	4,555	3,500	-1,055
	(FTE-T)	(125)	(124)	(124)	(--)

Objective

Maintain the forest road and trail system in a condition needed to insure proper land and resource management through improved physical access for the safe, efficient transport of forest products from the forest to the milling, manufacturing or loading facility, and safe access to forest lands for the forest industry, BLM management personnel, and the general public.

BLM Base Program

The Bureau is responsible for maintaining approximately 8,468 miles of road and 59 miles of trail. All trails are maintained each year; however, the maintenance schedule for roads varies each year, according to actual timber harvest activity and weather damage.

The basic road maintenance schedule plans for yearly maintenance on 4,000 to 4,800 miles of primary timber haul road and for maintenance, on an as-needed basis, for those parts of the secondary system that receive higher than normal use, or which have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all bridges and structures that are an integral part of the road system. The base program includes the following workloads:

<u>Workload Measure</u>	FY 1981 Actual	FY 1982 Estimate	FY 1983 Base
Road maintenance (miles)	6,158	5,101	5,101
Trail maintenance (miles)	59	59	59
Bridge maintenance (each)	--	3	3
Bridge inspection (each)	100	30	30

BLM Program Decrease for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Decrease</u>
\$	4,055	3,000	-1,055
(FTE-T)	(123)	(123)	(--)

A decrease of \$1,055,000 will leave an adequate budget to insure proper maintenance of the primary road system and the portion of the secondary system estimated to be needed for management and utilization of the resources in FY 1983. This decrease will be partially offset by user paid maintenance estimated at \$1,000,000.

The workload decrease will be as follows:

<u>Workload Measure</u>	<u>FY 1981 Actual</u>	<u>FY 1982 Estimate</u>	<u>FY 1983 Estimate</u>
Road maintenance (miles)	5,101	4,100	-1,001
Trail maintenance (miles)	59	59	--
Bridge maintenance (each)	3	--	-3
Bridge inspection (each)	30	30	--

The cost of accomplishing the various workload units varies from year to year, depending upon the extent of maintenance required, availability of contractors and material, and amount of work to be done. The average cost of road maintenance in FY 1980 was \$1,100/mile; in FY 1981 it was \$700/mile. The average cost of bridge maintenance in FY 1981 was \$16,000/bridge. The decrease in units of work and the total dollar decrease was estimated on a unit cost of \$1,000/mile for road maintenance and \$16,000/bridge on bridge maintenance.

Object Classification Distribution

The object class detail for the proposed \$1,055,000 decrease is as follows:

Other services	\$1,055,000
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Federal Highway Administration Base Program

The FHWA provides road surfacing aggregate to BLM for use in the Bureau's road and bridge maintenance program. The amount of aggregate obtained from FHWA varies each year, according to the amount of commercial road use and weather damage.

Activity Statistical Summary

Activity: 3. Renewable Resources Management

<u>Subactivity</u>		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
A. Timber Management					
1. Bureau of Land Management	\$	13,265	13,283	12,098	-1,185
	(FTE-T)	(594)	(594)	(571)	(-23)
2. Forest Service	\$	--	--	2,042	+2,042
	(FTE-T)	(--)	(--)	(22)	(+22)
3. Federal Highway Admin.	\$	118	100	100	--
	(FTE-T)	(3)	(3)	(3)	(--)
B. Timber Development					
1. Bureau of Land Management	\$	23,362	23,362	26,392	+3,030
	(FTE-T)	(203)	(203)	(203)	(--)
2. Forest Service	\$	500	500	608	+108
	(FTE-T)	(5)	(2)	(2)	(--)
C. Timber Protection	\$	2,714	2,714	2,714	--
	(FTE-T)	(18)	(18)	(18)	(--)
D. Other Forest Resources	\$	2,131	2,131	2,386	+255
	(FTE-T)	(72)	(72)	(68)	(-4)
Total Requirements	\$	42,090	42,090	46,340	+4,250
	(FTE-T)	(895)	(892)	(887)	(-5)

Justification of Program and Performance

Activity: 3. Renewable Resources Management
Subactivity: A. Timber Management

(Dollar Amounts in Thousands)

<u>Program Elements</u>		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
<u>Timber Management</u>					
1. Bureau of Land Management	\$	13,213	13,283	12,098	-1,185
	(FTE-T)	(594)	(594)	(571)	(-23)
2. Forest Service	\$	0	0	2,042	+2,042
	(FTE-T)	(--)	(--)	(22)	(+22)
3. Federal Highway Admin.	\$	170	100	100	--
	(FTE-T)	(3)	(3)	(3)	(--)
Total Requirements	\$	13,383	13,383	14,240	+857
	(FTE-T)	(597)	(597)	(596)	(-1)

Objective

The objective of the timber management program is to insure that the annual allowable cut of 1.1 billion board feet is prepared for sale from the O&C and intermingled public domain and Coos Bay Wagon Road land in western Oregon, and that the timber is harvested and payments are made in accordance with the terms of the timber sale contracts.

BLM FY 1983 Base Program

The 2.4 million acres of revested O&C grant lands and other intermingled Federal lands under BLM jurisdiction in western Oregon are managed for permanent forest production in accordance with the Act of August 28, 1937 (43 U.S.C. 1181) and the Federal Land Policy and Management Act of 1976. These acts require that the O&C lands be managed as a permanent source of timber in conformance with the principle of sustained yield. Management practices used to meet the allowable cut include clear cut harvesting of residual old growth timber stands, commercial thinnings, select cuttings, and mortality salvage.

In FY 1983 1.1 billion board feet will be prepared and offered for sale, and 500 active contracts will be administered to insure that between one and 1.1 billion board feet of timber is harvested in accordance with provisions of the timber sale contracts and that timely contract payments are made.

Receipts from O&C land timber sales in FY 1982 are estimated to be \$220 million and for FY 1983 to amount to \$232 million. Receipts from Coos Bay Wagon Road lands are estimated to be \$8,250,000 in FY 1982 and \$9,600,000 in FY 1983.

BLM Program Decrease

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Decrease</u>
\$	13,383	12,198	-1,185
(FTE-T)	(594)	(571)	(-23)

There will be a reduction in contract administration work and in timber cruise and appraisal work related to about 15 million board feet of timber by consolidating some future sale offerings where possible into larger offerings and by deferring a portion of the anticipated pre-sale preparation work for future year sales that may not be required as a result of the recently completed Western Oregon management plans. However, the FY 1983 allowable cut of 1.1 billion board feet will be offered for sale at this level of funding.

Object Classification Distribution

The object class detail for the proposed BLM decrease of \$1,185,000 is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>No.</u>	<u>Actual Salary</u>
Forester	GS-11	12	\$ 311,304
Forester	GS-9	<u>11</u>	<u>238,696</u>
Total		23	550,000
Lapse percentage		<u>25%</u>	<u>+ 137,500</u>
Full time equivalents - Total		17	412,500
Personnel benefits			72,000
Travel and transportation of persons			25,000
Other services			219,200
Supplies and materials			23,000
Equipment			69,000
Lands and structures			<u>364,300</u>
Total			\$1,185,000

Increase for Forest Service Program

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Increase</u>
\$	--	2,042	+2,042
(FTE-T)	(--)	(22)	(+22)

In FY 1983, the Forest Service is proposing to increase timber management efforts on O&C lands in the forests of Region 6 and increase revenues that come from those lands. The \$2,042,000 increase will be used to establish land line (ownership) boundaries and prepare and administer timber contracts on O&C lands.

Object Classification Distribution

The object class detail for the proposed FS increase of \$2,042,000 is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>No.</u>	<u>Actual Salary</u>
Forester	GS-11	10	\$ 267,100
Forester	GS-9	10	220,730
Forestry Technician	GS-7	10	<u>180,046</u>
Total		30	667,876
Lapse percentage		<u>25%</u>	<u>- 166,969</u>
Full time equivalents - Total		22	500,907
Personnel benefits			65,000
Travel and transportation of persons			25,000
Other services			461,093
Supplies and materials			80,000
Equipment			30,000
Lands and structures			<u>880,000</u>
Total			<u>\$2,042,000</u>

Federal Highway Administration FY 1983 Base Program

The FHWA provides engineering survey and design assistance on major roads to be constructed under the terms of timber sale contracts and construction supervision services for major roads and structures.

Justification of Program and Performance

Activity: 3. Renewable Resources Management
Subactivity: B. Timber Development

(Dollar Amounts in Thousands)

<u>Program Elements</u>		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
<u>Timber Development</u>					
1. Bureau of Land Management	\$	23,362	23,362	26,392	+3,030
	(FTE-T)	(203)	(203)	(203)	(--)
2. Forest Service	\$	500	500	608	+108
	(FTE-T)	(5)	(2)	(2)	--
Totals	\$	23,862	23,862	27,000	+3,138
	(FTE-T)	(208)	(205)	(205)	(--)

Objective

The objective of the timber development program is to accomplish the various timber development practices that the Allowable Cut Plan and Environmental Statement indicate are necessary to produce the selected level of timber production on a sustained yield basis.

Base Program

By FY 1983 a new generation of Management Framework Plans (MFPs) and allowable cut plans will have been completed in western Oregon. These plans incorporate timber development practices in establishing the allowable cut levels. Cost/benefit analyses are performed on the planned practices to insure that the value of additional timber produced exceeds the cost of the investments. If planned investments are not undertaken, the allowable cut levels must be reduced to maintain an even flow of timber annually from the O&C lands.

Under the new MFPs, land uses have been and are being adjusted. Some base lands that were previously classified as commercial timber lands are being reclassified for other uses such as buffer strips for wild, scenic and other rivers; wildlife areas; and for watershed protection. As a result, the diminished land base must be offset by increased growth to minimize any reduction in the allowable cut level.

The base level contains the following levels of development:

	(acres)
° Reforestation	29,000
° Land Treatments	43,000
° Stand Improvement	26,000

Included in the base program is \$300,000 to partially fund BLM's share of the Forestry Intensified Research Program (FIR), to develop improved reforestation and timber stand improvement technology. Other participants in the program are the Forest Service, the Oregon State Forestry Department and various industrial and private land owners. The program was initiated in 1978 because of the reforestation problems that were being encountered in southern Oregon. More than 100,000 acres of timbered O&C lands have been removed from the allowable cut base because of anticipated reforestation problems. These lands can be restored to the base if successful techniques are developed.

The FIR program consists of two phases, the adaptive phase and the fundamental research phase. Funding for the adaptive phase is included in the base program and emphasizes research into artificial regeneration, reforestation systems, improved growth and yield information, and improved harvesting techniques for removal of overstory after successful regeneration of new stands by partial cut harvest methods.

Increase for FY 1983 BLM Program

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Increase</u>
\$	23,362	26,392	+3,030
(FTE-T)	(203)	(203)	(--)

Development Practices: +\$2,030,000

The program increase will fund additional improvements associated with the Salem and Coos Bay Districts' allowable cut plans. Increased outputs are:

	(acres)
Reforestation	+1,920
Land Treatments	+4,000
Stand Improvement	+2,500

FIR Research Program: +\$1,000,000

This additional funding will fund BLM's share of the second phase of the Forestry Intensified Research Program. The first phase was funded in FY 1982 in the Management of Lands and Resources appropriation. We are proposing to shift that amount to the O&C appropriation by this increase. A corresponding decrease has been proposed in the FY 1983 MLR appropriation under the Forest Management subactivity. The second phase, the fundamental research phase is to develop:

- ° reliable reforestation systems for problem sites;

- ° a site classification system to identify specific silvicultural practices;
- ° improved stand management practices; and
- ° genetically improved strains of softwoods suited for problem sites.

Object Classification Distribution

The object class detail for the proposed BLM increase of \$3,030,000 is as follows:

Other services	\$1,000,000
Lands and structures	<u>2,030,000</u>
	\$3,030,000

Increase for FY 1983 Forest Service Program

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Increase</u>
\$	500	608	+108
(FTE-T)	(2)	(2)	(--)

The proposed increase will be used for reforestation and timber stand improvement on O&C lands within the National Forests of Region 6. These practices increase the rate of timber production and enable increases in the future allowable cuts.

Object Classification Distribution

The object class detail for the proposed FS increase of \$108,000 is as follows:

Other services	\$108,000
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Justification of Program and Performance

Activity: 3. Renewable Resources Management
Subactivity: C. Timber Protection

(Dollar Amounts in Thousands)

<u>Program Elements</u>		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Timber Protection	\$	2,714	2,714	2,714	--
	(FTE-T)	(18)	(18)	(18)	(--)

Objective

- ° protect the resources on the O&C lands from destruction by fire.

Base Program

The fire protection on 2.4 million acres of Bureau-administered lands in western Oregon will be contracted to the State of Oregon and local fire protection associations. BLM supplements the protection contracts by constructing fire breaks and helipads and reducing hazardous fuel accumulations.

Justification of Program and Performance

Activity: 3. Renewable Resources Management
Subactivity: D. Other Forest Resources

(Dollar Amounts in Thousands)

<u>Program Elements</u>		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Other Forest Resources	\$	2,131	2,131	2,386	+255
	(FTE-T)	(72)	(72)	(68)	(-4)

Objectives

This program provides management capabilities for renewable resources other than timber that are managed in western Oregon. Range, watershed, and wildlife management programs operate in concert to stabilize and improve public rangeland, soil, watershed, and wildlife habitat. Recreation management activities are directed to developing, managing and conserving recreation resources.

Base Program

The base program funds the following activities in western Oregon:

- Range Management

- ° supervise 156 grazing allotments and maintain 23 rangeland improvements for the benefit of small livestock owners who are presently authorized annual grazing use for 24,000 AUMs; and
- ° complete the Medford Grazing Environmental Impact Statement which was started in FY 1981 and is scheduled for completion in FY 1983.

- Recreation Management

- ° manage Rogue Wild River, Pacific Crest Trail, and 1 million visitor use days annually at developed and undeveloped recreation use areas; and
- ° protect 114 cultural and natural history properties.

- Soil, Water and Air Management

- ° conduct water quality activities pursuant to an agreement with the Oregon Department of Environmental Quality; and
- ° meet the objectives of the Clean Water Act, Clean Air Act, and executive orders by preparing studies, implementing projects, and monitoring the effectiveness of land use practices to maintain and enhance these resources.

- Wildlife Management

- ° supervise 13 habitat management plans, develop 65 wildlife facilities, and improve 4 miles of stream habitat.

Program Increases and Decreases for FY 1983

<u>Program</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Range Management	231	450	+219
Recreation Management	351	626	+275
Soil, Water, Air Management	618	650	+ 32
Wildlife Management	931	660	-271
Total	2,134	2,386	+255
(FTE-T)	(72)	(68)	(-4)

Range Management Increase

The \$219,000 increase in the range management program will be used to complete the Medford District Grazing Environmental Impact Statement and to provide monitoring and implementation of decisions following management planning.

Object Classification Distribution

The object class detail for the proposed \$219,000 increase is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>No.</u>	<u>Actual Salary</u>
Wildlife Biologist	GS-11	1	\$ 26,710
Geologist	GS-11	1	26,710
Hydrologist	GS-11	1	26,710
Range Conservationist	GS-11	2	53,420
Total		5	133,550
Lapse percentage		25%	- 33,387
Full time equivalents - Total		4	100,163
Personnel benefits			13,021
Travel and transportation of persons			10,000
Supplies and materials			12,000
Other services			53,816
Printing and reproduction			30,000
Total			\$219,000

Recreation Management Increase

The program increase of \$275,000 is to provide adequate cultural inventories on proposed timber sale areas, prepare recreation site management plans, and monitor general recreation use.

Object Classification Distribution

The object class detail for the proposed \$275,000 increase is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>No.</u>	<u>Actual Salary</u>
Recreation Technician	9	<u>1</u>	<u>\$ 20,000</u>
Total		1	20,000
Lapse percentage		<u>25%</u>	<u>5,000</u>
Full time equivalents - Total		<u>1</u>	<u>15,000</u>
Personnel benefits			2,000
Travel and transportation of persons			1,000
Other services			243,000
Supplies and materials			10,000
Equipment			<u>4,000</u>
Total			<u>\$275,000</u>

Soil, Water and Air Management Increase

The \$32,000 program increase proposal is to cover the increased cost of monitoring current program efforts.

Object Classification Distribution

The object class detail for the proposed \$32,000 increase is as follows:

Other services	\$30,000
Supplies and materials	<u>2,000</u>
Total	<u>\$32,000</u>

Wildlife Management Decrease

The program decrease of \$271,000 is a result of deferring the gathering of a broad array of inventory data not urgently needed to support current and near future management decisions. Proposed funding levels are adequate to address the high priority wildlife issues such as spotted owls, other raptors, and anadromous fish.

Object Classification Distribution

The object class detail for the proposed \$271,000 reduction is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>No.</u>	<u>Actual Salary</u>
Wildlife Biologist	11	3	\$ 80,130
Wildlife Technician	9	5	110,365
Hydrologist	11	1	26,710
Soil Scientist	11	1	26,710
Total		10	243,915
Lapse percentage		<u>25%</u>	<u>+60,974</u>
Full time equivalents - Total		<u>8</u>	<u>182,941</u>
Personnel benefits			23,782
Travel and transportation of persons			8,000
Supplies and materials			5,000
Other services			<u>51,277</u>
Total			\$271,000

Activity Statistical Summary

Activity: 4. Planning and Data Management

(Dollar Amounts in Thousands)

<u>Subactivity</u>		<u>1982 Approp. Enacted to Date</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
A. Planning	\$	411	411	247	-164
	(FTE-T)	(17)	(17)	(6)	(-11)
B. Data Management	\$	145	145	205	+60
	(FTE-T)	(6)	(6)	(7)	(+1)
Total	\$	556	556	452	-104
	(FTE-T)	(23)	(23)	(13)	(-10)

Justification of Program and Performance

Activity: 4. Planning and Data Management
Subactivity: A. Planning

(dollar amounts in thousands)

<u>Program Element</u>	1982 Approp. Enacted <u>to Date</u>	FY 1983 <u>Base</u>	FY 1983 <u>Estimate</u>	Inc. (+) or <u>Dec. (-)</u>
Planning	\$ 411 (FTE-T) (17)	411 (17)	247 (6)	-164 (-11)

Objective

The objective of the planning program is to meet a planning schedule that insures that:

- ° court-ordered schedules for EISs are met;
- ° management programs are properly coordinated with each other, with state and local governments, other Federal agencies, and with private land owners;
- ° decisionmakers have data they need to base a variety of management decisions upon; and
- ° BLM's land use planning system is reviewed to improve its usefulness as a multiple-use management and decisionmaking tool.

Base Program

Management Framework Plans (MFPs), the Bureau's land use planning documents, will be completed for all Bureau lands in western Oregon by the end of FY 1982. The base program for FY 1983 proposes to amend the completed plans, when necessary, to identify management alternatives and implement decisions, maintain the existing plans by keeping them current through periodic data updates, and start work on the second generation planning documents called Resource Management Plans (RMPs).

The following workload table shows how the last units of the original planning system are scheduled for completion in FY 1982, and how a process of amendment and maintenance continues until the original planning documents are replaced by second generation RMPs.

<u>Workload Measure</u>	<u>FY 1981 Actual</u>	<u>FY 1982 Estimated</u>	<u>FY 1983 Base</u>
MFP Completion	5	1	--
MFP Amendment	--	5	3
MFP Maintenance	2	5	8
RMP Preplan	--	--	1

Decrease for FY 1983

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Decrease</u>
\$	411	247	-164
(FTE-T)	(17)	(6)	(-11)

The program decrease of \$164,000 reflects the completion of one MFP and five MFP amendments in FY 1982. The FY 1983 estimate will provide for completion of three MFP amendments as well as initiating an RMP pre-planning effort and funds to assure that the current management framework plans are kept up-to-date with current decisions.

Object Classification Distribution

The object class detail for the proposed \$164,000 decrease is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>No.</u>	<u>Actual Salary</u>
Wildlife Specialist	7	3	\$ 47,766
Hydrologist	7	2	31,844
Archaeologist	9	1	19,477
Forester	7	2	31,844
Forestry Aid	4	3	34,470
Geologic Aid	5	1	12,854
Wildlife Aid	3	2	20,400
Total		14	198,655
Lapse percentage		25%	+ 49,663
Full time equivalents - Total		11	148,992
Personnel benefits			15,008
Total			\$164,000

Justification of Program and Performance

Activity: 4. Planning and Data Management
Subactivity: B. Data Management

(dollar amounts in thousands)

<u>Program Element</u>	1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Data Management	\$ 145 (FTE-T) (6)	145 (6)	205 (7)	+60 (+1)

Objective

- ° provides for the continued development of an information system to operate, coordinate, and control a large volume data base in an effective and efficient manner to support the O&C management program in western Oregon.

Base Program

The western Oregon data management operations are an integral part of the BLM plan for Information Systems Management. The program will provide ADP support for 500 timber sale computations, road design, timber bid analysis, timber production classification, monitoring of the Small Business Administration set-aside timber sale program, and for recomputing allowable cut alternatives.

Increase for FY 1983

	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Increase</u>
\$	145	205	+60
(FTE-T)	(6)	(7)	(+1)

The proposed increase consists of \$22,882 to increase system user support capability, \$20,000 for additional equipment and \$17,118 to replace existing equipment.

Object Classification Distribution

The object class detail for this proposed increase of \$60,000 is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>No.</u>	<u>Actual Salary</u>
Computer Specialist	11	1	\$27,000
Lapse percentage		25%	- 6,750
Full time equivalents - Total		1	20,250
Personnel benefits			2,632
Equipment			37,118
Total			\$60,000

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Oregon and California Grant Lands	Object Class	1983 Base		1983 Estimate		Inc. (+) or Dec. (-)	
		FTE	Amount	FTE	Amount	FTE	Amount
	11. Personnel compensation:						
	11.1 Full-time permanent....	983	17,883	933	17,105	-50	-778
	11.3 Other than full-time permanent.....	127	6,893	127	7,080	--	+187
	11.5 Other personnel compen- sation.....	--	633	--	575	--	-58
	Total personnel compensation..	1,110	25,409	1,060	24,760	-50	-649
	Personnel benefits:						
	12.1 Civilian.....	--	2,564	--	2,490	--	-74
	21.0 Travel and transportation of persons.....	--	304	--	345	--	+41
	22.0 Transportation of things.		2,908	--	2,797	--	-111
	23.2 Communications, utilities, and other rent.....	--	171	--	220	--	+49
	24.0 Printing and reproduc- tion.....	--	69	--	72	--	+3
	25.0 Other services.....	--	9,613	--	11,669	--	+2,056
	26.0 Supplies and materials		1,206	--	1,194	--	-12
	31.0 Equipment.....	--	18	--	280	--	+262
	32.0 Lands and structures		6,580	--	9,032	--	+2,452
	42.0 Insurance claims and indemnities.....	--	25	--	24	--	-1
	99.0 Total requirements.....	--	48,867	--	52,883	--	+4,016

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$54,988,000] \$52,883,000, to remain available until expended: Provided, That the amount appropriated herein for the purposes of this appropriation on lands administered by the Forest Service shall be transferred to the Forest Service, Department of Agriculture: Provided further, That the amount appropriated herein for road construction on lands other than those administered by the Forest Service shall be transferred to the Federal Highway Administration, Department of Transportation: Provided further, That twenty-five per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

(16 U.S.C. 583,594; 43 U.S.C. 2, 1181a-f; 69 Stat. 374; Public Law 97-100, making appropriations for the Department of the Interior and related agencies, 1982.)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

14-1116-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
<u>Program by activities:</u>			
Direct program:			
1. Construction and acquisition....	6,757	3,921	1,091
2. Maintenance.....	5,570	6,221	5,000
3. Renewable resources management..	34,792	42,090	46,340
4. Planning and data management....	879	556	452
Total direct program	47,998	52,788	52,883
Change in selected resources (undelivered orders).....	1,000	---	---
10.0001 Total obligations.....	48,998	52,788	52,883
<u>Financing:</u>			
17.0001 Recovery of prior year obligations.....	-79	-5,000	---
21.4001 Unobligated balance available, start of year.....	-2,549	-2,107	-2,107
23.4001 Unobligated balance transferred to other accounts	---	5,000	---
24.4001 Unobligated balance available, end of year.....	2,107	2,107	2,107
39.0001 Budget authority.....	48,478	52,788	52,883

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS (cont.)
Program and Financing (in thousands of dollars)

14-1116-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
<u>Budget authority:</u>			
40.0001 Appropriation (definite).....	---	54,988	52,883
40.0001 Reduction pursuant to Public Law 97-100.....	---	-2,200	---
40.0001 Appropriation (indefinite), special fund).....	48,478	---	---
<u>Relation of obligations to outlays:</u>			
71.0001 Obligations incurred, net.....	48,998	52,788	52,883
72.4001 Obligated balance, start of year.....	19,724	14,392	12,454
74.4001 Obligated balance, end of year.	-14,392	-12,454	-15,454
78.0001 Adjustments in unexpired accounts.....	-79	-5,000	---
90.0001 Outlays.....	54,251	49,726	49,883

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

14-1116-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
BUREAU OF LAND MANAGEMENT			
Direct obligations:			
Personnel compensation:			
11.101 Full-time permanent.....	17,764	16,828	16,828
11.301 Other than full-time permanent.	8,380	7,922	6,830
11.501 Other personnel compensation...	610	600	550
11.801 Special personal services payments.....	5	---	---
11.901 Total personnel compensation...	26,759	25,350	24,208
Personnel benefits:			
12.101 Civilian	2,673	2,532	2,418
21.001 Travel and transportation of persons	278	264	264
22.001 Transportation of things.....	2,538	2,843	2,726
23.101 Standard level user charges....	676	---	---
23.201 Communications, utilities, and other rent.....	159	178	170
24.001 Printing and reproduction	62	69	66
25.001 Other services	3,524	7,782	10,164
26.001 Supplies and materials	1,076	1,205	1,156
32.001 Lands and structures	6,964	8,530	8,161
42.001 Insurance claims and indemnities	21	---	---
99.001 Total obligations, Bureau of Land Management	44,730	48,725	49,333

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS (cont.)
Object Classification (in thousands of dollars)

14-1116-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
ALLOCATION ACCOUNTS:			
Personnel compensation:			
11.101 Full-time permanent	664	695	695
11.301 Other than full-time permanent.	60	63	63
11.501 Other personnel compensation...	31	33	33
11.901 Total personnel compensation...	755	791	791
Personnel benefits:			
12.101 Civilian	83	87	87
21.001 Travel and transportation of persons	40	40	40
22.001 Transportation of things.....	48	65	65
23.201 Communications, utilities, and other rent.....	52	--	--
24.001 Printing and reproduction.....	8	--	--
25.001 Other services	1,861	1,200	1,600
26.001 Supplies and materials	50	75	75
31.001 Equipment	20	20	20
32.001 Lands and structures	1,350	1,756	871
42.001 Insurance claims and indemnities.....	1	1	1
99.001 Subtotal, allocation accounts...	4,268	4,035	3,550
99.901 Total obligations	48,998	52,788	52,883
Obligations are distributed as follows:			
Interior - Bureau of Land Management	44,730	48,753	49,333
Agriculture - Forest Service	3,458	2,109	2,950
Transportation - Federal High. Admin.	810	1,926	600

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

14-1116-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
Bureau of Land Management:			
Total number of full-time permanent positions	809	646	646
Total compensable workyears:			
Full-time equivalent employment	1,228	1,110	1,060
Full-time equivalent of over-time and holiday hours	24	30	30
Average GS grade	9.58	9.58	9.58
Average GS salary	\$23,954	\$25,104	\$25,104
Average salary of ungraded positions	\$25,596	\$26,824	\$26,824
Allocation Accounts:			
Total number of full-time permanent positions	25	25	25
Total compensable workyears:			
Full-time equivalent employment	62	62	62
Full-time equivalent of over-time and holiday hours	0	0	0
Average GS grade	9.58	9.58	9.58
Average GS salary	\$23,954	\$25,104	\$25,104
Average salary of ungraded positions	\$25,596	\$26,824	\$26,824

Appropriation Summary Statement

Appropriation: Range Improvements

This appropriation is derived from grazing fees and certain mineral leasing receipts collected during the previous year. Grazing fees from public lands and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, the funds are used to construct or develop a structure, practice or treatment used to rehabilitate, protect, or improve the public lands.

With passage of the Public Rangelands Improvement Act (PRIA) of 1978, a grazing fee formula was established and took effect on March 1, 1979. PRIA also restricted fee increases or decreases to 25 percent of the previous year's fee. The grazing fee was \$2.31 per animal unit month (AUM) for the 1981 grazing year starting March 1, 1981 to February 28, 1982. However, the grazing fee for the 1982 grazing year will decrease to \$1.86 per AUM, due to current economic factors reflected in the formula required by PRIA. This will result in a decrease in the Range Improvements appropriation from \$13.2 million in FY 1982 to \$11.0 million in FY 1983.

Summary of Requirements
(Dollar Amounts in Thousands)

Appropriation: Range Improvements

Summary of adjustments to base and built-in changes:

	FTE	Amount
Estimated 1982	223	\$13,226
Adjustment to base and built-in changes	--	--
1983 Base	223	\$13,226

1982

Appropriation

Enacted

To Date

1981 Actual

1983 Base

1983 Estimate

Inc.(+) or Dec.(-)
Over 1983 Base

FTE Amount

FTE Amount

Comparison by activities:

1. Range Improvements

A. Public Land	215	11,107	210	11,601	210	11,601	174	9,598	-36	-2,003
B. Farm Tenant Act Lands	18	1,335	13	950	13	950	13	850	--	- 100
C. Administrative Expenses	--	675	--	675	--	675	--	600	--	- 75
Total Requirements	233	13,117	223	13,226	223	13,226	187	11,048	-36	-2,178

Justification of Program and Performance

Activity: Range Improvements

		(Dollar Amounts in Thousands)			
<u>Program Elements</u>		1982 Approp. Enacted <u>To Date</u>	FY 1983 <u>Base</u>	FY 1983 <u>Estimate</u>	Inc. (+) or <u>Dec. (-)</u>
Improvement to Public Lands	\$	11,601	11,601	9,598	-2,003
	(FTE-T)	(210)	(210)	(174)	(-36)
Farm Tenant Act Lands	\$	950	950	850	-100
	(FTE-T)	(13)	(13)	(13)	(--)
Administrative Expenses	\$	<u>675</u>	<u>675</u>	<u>600</u>	<u>-75</u>
Total Requirements	\$	13,226	13,226	11,048	-2,178
	(FTE-T)	(223)	(223)	(187)	(-36)

Authorization

43 U.S.C. 1701
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides that fifty percent of grazing fees are available for appropriation. Half the appropriated amount is to be spent within the same BLM district which generated grazing receipts; the remaining half may be utilized as the Secretary directs. Use of the appropriation is limited to on-the-ground rehabilitation, protection and improvement of grazing lands. The policy is to include project survey and design and project construction, but to exclude maintenance, environmental analysis, removal of excess wild horses and burros, and administration activities such as issuing improvement permits.

30 U.S.C. 355

The Mineral Leasing of Acquired Lands Act provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands...."

43 U.S.C. 315
P.L. 73-482

The Taylor Grazing Act of 1934, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.

43 U.S.C. 1901
92 Stat. 1803
P.L. 95-514

The Public Rangelands Improvement Act of 1978 provides for improving the range condition of the public rangelands and establishes a minimum of \$10,000,000 annually in this appropriation notwithstanding the level of grazing fees collected.

7 U.S.C. 1012-1013A
50 Stat. 522
P.L. 75-210

The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands and construction and maintenance of range improvements.

Objective

The objective of the Range Improvement fund is to rehabilitate, protect, and improve rangeland conditions through seeding and reseeding, soil and vegetation treatments, fence construction, weed control, and water development.

Base Program

This appropriation finances two activities: (1) improvements to public lands and (2) improvements to lands acquired under the Bankhead-Jones Farm Tenant Act. Except for the land status, the two activities are alike both in objectives and in work accomplished.

Budget authority is established through legislation as 50 percent of the grazing receipts from the previous year. However, passage of the Public Rangelands Improvement Act of 1978 (P.L. 95-514) provided for a minimum appropriation of \$10,000,000 for the Range Improvement appropriation. Half of the range improvement appropriation must be used in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. These funds are used to make on-the-ground improvements to implement grazing management systems, wildlife habitat management systems, and watershed improvement practices.

BLM has established a new policy on the distribution and use of Range Improvements funds. Beginning in 1983, the "Rangeland Improvements" account will be used for on-the-ground development and project survey and design. Other expenses associated with placing improvements on-the-ground (such as contracting, typing, filing, and environmental analysis) will be borne by the Grazing Management program or other appropriate resource program of the "Management of Lands and Resources" (MLR) appropriation. At the same time, the livestock operator will be responsible for most of the maintenance of existing and future improvements

regardless of whether the United States paid for the improvement initially. The livestock operator receives a credit in the present grazing fee formula for maintenance, so this policy is shifting responsibility to reflect that credit. This policy will be implemented over a three-year period. This reduces the need to fund maintenance of improvements in the Grazing Management activity of the MLR appropriation and eliminates maintenance funds in the Range Improvements appropriation. Land treatments will still be maintained by BLM using MLR funding.

Accomplishments with the Range Improvements base funds are compared to FY 1982 accomplishments below:

<u>Workload Measure</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>Estimated FY 1983</u>	<u>Increase/ Decrease</u>
Development				
Water facilities (#)	779	663	675	+12
Fence (miles)	690	633	650	+17
Management facilities (#)	159	131	131	--
Projects surveyed and designed	1,828	1,043	1,158	+115
Maintenance				
Water facilities (#)	1,978	1,464	1,400	-64
Fence (miles)	724	378	300	-78
Management facilities (#)	166	74	74	--

Decrease for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Decrease</u>
\$	13,226	11,048	-2,178
(FTE-T)	(223)	(187)	(-36)

A decrease of \$2,178,000 is anticipated in FY 1983 because of expected lower receipts from lower grazing fees. The 1981 grazing fee of \$2.31 per animal unit month (AUM) will decrease to \$1.86 per AUM in the 1982 grazing year. A decrease of 36 FTE's also reflects initiation of the policy to increase expenditures for on-the-ground improvements and reduce personnel costs funded in the Range Improvement account. However, some personnel support will be provided for the project planning, survey, design, contract administration and inspection of range improvements by specialists funded from the Grazing Management and Engineering Services activities of the MLR appropriation. The decrease will also reduce on-the-ground project development as indicated below:

<u>Workload Measure</u>	<u>FY 1983 Base</u>	<u>FY 1983 Estimate</u>	<u>Decrease</u>
Development			
Water facilities (#)	675	568	-107
Fence (miles)	650	558	-92
Management facilities (#)	131	87	-44
Projects surveyed and designed (#)	1,158	958	-200
Maintenance			
Water facilities (#)	1,400	1,300	-100
Fence (miles)	300	300	--
Management facilities (#)	74	50	-24

Object Class Distribution

The object class detail for the proposed \$2,178,000 reduction is as follows:

<u>Position Title</u>	<u>GS Grade</u>	<u>Number</u>	<u>Actual Salary</u>
Natural Resource Specialist	GS-5/7	20	\$ 339,680
Engineering Technician	7	3	54,138
Range Conservationist	5	10	132,820
Engineering Technician	4	5	61,280
Range Aid	4	<u>10</u>	<u>122,560</u>
Total		48	710,478
Lapse percentage		<u>25%</u>	<u>+ 177,620</u>
Full time equivalents - Total		36	532,858
Personnel benefits			71,935
Travel and transportation of persons			67,200
Transportation of things			20,000
Other services			100,000
Supplies and materials			900,000
Equipment			30,000
Lands and structures			<u>456,007</u>
Total			\$2,178,000

Bureau of Land Management
Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Range Improvement Fund

Object Class	1983 Base		1983 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 permanent positions - FTE-P	75	1,981	65	1,880	-10	-101
11.3 positions other than permanent	148	2,760	122	2,328	-26	-432
11.5 Other personnel compensation	--	130	--	130	--	--
Total personnel compensation	223	4,871	187	4,338	-36	-533
12.1 Personnel benefits		510		438		-72
21.0 Travel and transportation of persons		275		208		-67
22.0 Transportation of things		750		730		-20
23.2 Communications, utilities		12		12		--
25.0 Other services		1,500		1,400		-100
26.0 Supplies and materials		2,900		2,000		-900
31.0 Equipment		400		370		-30
32.0 Lands and structures		2,008		1,552		-456
Total requirements		13,226		11,048		-2,178

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS

For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal range lands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.), but not less than \$10,000,000 (43 U.S.C. 1901), and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended: Provided, That not to exceed [\$675,000] 600,000 shall be available for administrative expenses.

(Public Law 97-100, making appropriations for the Department of the Interior and related agencies, 1982.)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS

Amounts Available for Appropriation (in thousands of dollars)

14-5132-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
Unappropriated balance, start of year.....	14,698	15,845	11,207
Collections (offsetting receipts).....	26,452	20,593	21,065
Transferred to general fund receipts..	-7,944	-7,725	-6,586
Transferred to payments to States from grazing receipts, etc., public lands outside grazing districts.....	-1,740	-1,705	-1,350
Transferred to payments to States from grazing receipts, etc., public lands within grazing districts.....	-2,498	-2,575	-2,113
Payments to States from grazing receipts, etc., public lands within grazing districts miscellaneous.....	-6	---	---
Total available for appropriation.....	28,962	24,433	22,223
Appropriation.....	-13,117	-13,226	-11,048
Unappropriated balance, end of year <u>1/</u>	15,845	11,207	11,175

1/ Payments to States and the Range Improvements Fund are derived from statutory percentages of collections in the prior fiscal year.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

14-5132-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
<u>Program by activities:</u>			
1. Improvements to public lands....	10,913	11,601	9,598
3. Farm tenant act lands.....	1,413	950	850
3. Administrative expenses.....	---	675	600
Total direct costs, funded	12,326	13,226	11,048
Change in selected resources (undelivered orders).....	771	---	---
10.0001 Total obligations.....	13,097	13,226	11,048
<u>Financing:</u>			
21.4001 Unobligated balance available, start of year.....	- 144	- 164	- 164
24.4001 Unobligated balance available, end of year.....	164	164	164
40.0001 <u>Budget authority (appropriation)</u> <u>(indefinite, special fund)..<</u>	13,117	13,226	11,048
<u>Relation of obligations to outlays:</u>			
71.0001 Obligations incurred, net....	13,097	13,226	11,048
72.4001 Obligated balance, start of year.....	2,736	4,172	4,172
74.4001 Obligated balance, end of year	-4,172	-4,172	-4,172
90.0001 Outlays.....	11,661	13,226	11,048

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS
Object Classification (in thousands of dollars)

14-5132-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
Personnel compensation:			
11.101 Full-time permanent.....	2,342	2,030	1,880
11.301 Other than full-time permanent.	2,444	2,950	2,328
11.501 Other personnel compensation...	108	130	130
11.901 Total personnel compensation...	4,894	5,110	4,338
12.101 Personnel benefits: Civilian..	496	520	438
21.001 Travel and transportation of persons	208	208	208
22.001 Transportation of things.....	787	750	730
23.101 Standard level user charges....	78	---	---
23.201 Communications, utilities, and other rent.....	12	12	12
25.001 Other services	3,019	1,488	1,400
26.001 Supplies and materials	501	2,810	2,000
31.001 Equipment	773	400	370
32.001 Lands and structures	2,329	1,928	1,552
99.901 Total obligations	13,097	13,226	11,048

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS
Personnel Summary

14-5132-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
Total number of full-time permanent positions	80	75	65
Total compensable workyears:			
Full-time equivalent employment	233	223	187
Full-time equivalent of over-time and holiday hours	4	5	5
Average GS grade	9.58	9.58	9.58
Average GS salary	\$ 23,954	\$ 25,104	\$ 25,104

Appropriation Summary Statement

Appropriation: Recreation Development and Operation of Recreation Facilities

The Recreation Development and Operation of Recreation Facilities appropriation is derived from user fees collected pursuant to the Land and Water Conservation Fund Act [16 U.S.C. 4601-6a(f)], as amended. The program has been operated in conjunction with recreation funds available under the Acquisition, Construction and Maintenance appropriation; O&C Grant Lands Fund; and the Management of Lands and Resources appropriation.

The Congress, in considering the 1981 budget, abolished the separate recreation accounts that have been maintained for the Bureau of Land Management and other agencies pursuant to the Land and Water Conservation Fund. For 1981 and 1982 all recreation user fees will be deposited directly into the Land and Water Conservation Fund. In 1983 the user fees are proposed to be deposited to this separate account. An increase in user fees is being proposed in 1983, and collections are estimated at \$900,000. Appropriations based on 1983 collections will be requested in 1984. These funds will be used to maintain and operate the recreation facilities.

Summary of Requirements
(Dollar Amounts in Thousands)

<u>Appropriation: Recreation Development and Operation of Recreation Facilities</u>					
<u>Summary of adjustments to base and built-in changes:</u>					
	<u>FTE</u>		<u>Amount</u>		
Appropriation enacted to date, 1982	--		--		
Adjustments to base and built-in changes.....	--		--		
1983 Base	--		--		

1982

<u>Appropriation</u>		<u>1983 Base</u>		<u>1983 Estimate</u>		<u>Inc.(+) or Dec.(-) Over 1983 Base</u>	
<u>Enacted to Date</u>		<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>

Comparison by activities:

<u>1981 Actual</u>		<u>Enacted to Date</u>		<u>1983 Base</u>		<u>1983 Estimate</u>		<u>Inc.(+) or Dec.(-) Over 1983 Base</u>	
<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>
1. Appropriation	--	--	--	--	--	--	--	--	--
Total	--	--	--	--	--	--	--	--	--
Total Requirements	--	--	--	--	--	--	--	--	--

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES
Program and Financing (in Thousands of Dollars)

14-5011-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
Program by activities:			
Development and operation of recreation facilities (program costs, funded).....	93	22	---
Change in selected resources (unpaid, undelivered orders).....	-37	---	---
10.0001 Total obligations.....	56	22	---
Financing:			
21.4001 Unobligated balance available, start of year.....	-78	-22	---
24.4001 Unobligated balance available, end of year.....	22	---	---
40.0001 Budget authority (appropriation) (indefinite, special fund)..	---	---	---
Relation of obligations to outlays:			
71.0001 Obligations incurred, net....	56	22	---
72.4001 Obligated balance, start of year.....	52	2	---
74.4001 Obligated balance, end of year.....	-2	---	---
90.0001 Outlays.....	106	24	---

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES
Object Classification (in Thousands of Dollars)

14-5011-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
Personnel compensation:			
11.101 Full-time permanent.....	24	---	---
11.301 Other than full-time permanent.	12	---	---
11.501 Other personnel compensation...	---	---	---
11.901 Total personnel compensation...	36	---	---
Personnel benefits:			
12.101 Civilian	4	---	---
21.001 Travel and transportation of persons	2	---	---
22.001 Transportation of things.....	5	---	---
25.001 Other services.....	6	22	---
26.001 Supplies and materials.....	2	---	---
31.001 Equipment.....	1	---	---
99.901 Total obligations.....	56	22	---

Personnel Summary

14-5011-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
Total number of full-time permanent positions.....	---	---	---
Total compensable workyears:			
Full-time equivalent employment..	1	---	---
Full-time equivalent of over- time and holiday hours.....	---	---	---
Average GS grade.....	---	---	---
Average GS salary.....	---	---	---

SERVICE CHARGES

Appropriation Summary Statement

Appropriation: Service Charges, Deposits, and Forfeitures

This appropriation finances the costs of specific activities by making certain deposits (service charges, performance bonds, damage collections and other fund sources) immediately available to BLM. As established by the Federal Land Policy and Management Act of 1976, the account provides management flexibility and ensures the immediate availability of funds for activities such as major right-of-way processing. This flexibility and fund availability is particularly important since the timing and location of rights-of-way applications are unpredictable.

The 1983 program will include issuance of oil and gas pipeline rights-of-way permits under Title I of the 1973 Amendments to the Mineral Leasing Act of 1920. This title authorizes the Secretary of the Interior to process and issue permits of oil and gas pipeline rights-of-way which cross lands administered by two or more Federal agencies. Processing applications and monitoring construction and operations for about 100 rights-of-way projects including the Trans-Alaska pipeline, other oil and gas pipelines, electric transmission lines, transmission lines, railroad extensions, and water delivery systems will also continue.

In addition to rights-of-way processing, this account finances the repair of damaged lands and facilities, and also includes the administrative costs of conveying Federally-owned mineral interests, and certain costs of BLM's Adopt-a-Horse Program.

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Service Charges, Deposits, and Forfeitures

Addition: 209(b)

Citation of section 209(b) of the Federal Land Policy and Management Act is proposed to recognize cost recoverable work done by the Bureau under that provision.

Section 209(b) authorizes the conveyance of mineral interests to private ownership under certain circumstances. It also authorizes the deposit and use of reimbursements for administrative costs incurred by the Bureau.

Summary of Requirements
(Dollar Amounts in Thousands)

Appropriation: Service Charges, Deposits, and Forfeitures

Summary of adjustments to base and built-in changes:		FTE	Amount
Appropriation enacted to date, 1982.....		114	9,600
Adjustment to base and built-in changes 1/.....		--	---
1983 Base.....		114	9,600

Inc. (+)
or
Dec. (-)

1982

Appropriation
Enacted to Date

1981 Actual		1983 Base		1983 Estimate		Over 1983 Base	
FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount

Comparison by Activities:

1. Expenses Cost Recoverable

A. Rights-of-Way	120	5,147	112	7,920	112	8,000	--	+80
B. Adopt-a-Horse	--	613	--	864	--	1,150	--	+286
Subtotal	120	5,760	112	8,784	112	9,150	--	+366

2. Repair of Damaged Lands

Subtotal	2	63	2	816	2	850	--	+34
Total Requirements	122	5,823	114	9,600	114	10,000	--	+400

1/ Budget authority for this account is an indefinite appropriation; the estimate of the appropriation is based on anticipated receipts from performance bonds and deposits and from cost reimbursements.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures

(Dollar Amounts in Thousands)

Program Elements		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Rights-of-Way Processing	\$	7,920	7,920	8,000	+80
	(FTE-T)	(112)	(112)	(112)	--
Adopt-a-Horse	\$	864	864	1,150	+286
	(FTE-T)	---	---	---	--
Repair to Damaged Lands	\$	816	816	850	+34
	(FTE-T)	(2)	(2)	(2)	--
Total Requirements	\$	9,600	9,600	10,000	+400
	(FTE-T)	(114)	(114)	(114)	--

This appropriation provides a mechanism to finance the costs of specific land management activities by making related receipts (service charges, performance bonds, damage collection, and deposits) available to BLM for program expenditures. The specific activities to be funded in this manner and at the proposed levels are:

- ° processing 100 energy related rights-of-way applications on a reimbursable basis; \$680,000 is earmarked for administrative expenses;
- ° recovering an adoption fee of \$200 for each excess wild horse and \$75 for each excess burro; and
- ° using approximately \$850,000 in forfeited bonds and deposits to correct damages to public lands.

Increase for 1983

The proposed increase of \$400,000 in FY 1983 is based on:

- ° the assumption that rights-of-way applications will remain at about the same level as FY 1982;
- ° the assumption that, even though the increased adoption fee is expected to decrease the number of adoptions, a net increase of \$286,000 will be realized; and
- ° a small increase in the number of forfeited bonds and deposits for repair of damaged lands.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: 1. Rights-of-Way Processing

(Dollar Amounts in Thousands)

		1982			
		Approp.	FY	FY	Inc. (+)
		Enacted	1983	1983	or
		to Date	Base	Estimate	Dec. (-)
Total Activity	\$	7,920	7,920	8,000	+80
Requirements	(FTE-T)	(112)	(112)	(112)	--

Authorization

43 U.S.C. 1734-35,
1764
90 Stat. 2778
P.L. 94-579

The Federal Land Policy and Management Act of 1976 authorizes collection of service charges, performance bonds, damage collections, and deposits to finance the costs of certain activities.

30 U.S.C. 18
67 Stat. 557
P.L. 153

The Trans-Alaska Pipeline Act of 1973 (Section 101) amended the Mineral Leasing Act of 1920 to authorize rights-of-ways for oil, gas, and other fuels. It further authorized the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Right-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.

15 U.S.C. 719
90 Stat. 2912
P.L. 92-195

The Alaska Natural Gas Transportation Act of 1976 authorizes the granting of certificates, rights-of-way permits, and leases.

42 U.S.C. 4321
(4331-4335,
4341-4347)
P.L. 91-190

The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that will have a significant effect on the environment.

Objectives

The objective of this subactivity is to increase domestic energy resources by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost-recoverable rights-of-way over public lands (as authorized by the Federal Land Policy and Management Act of 1976 and the 1973 amendment to the Mineral Leasing Act of 1920). Financing is obtained from advance deposits made by applicants and permittees.

Only those costs incurred as a direct result of the filing of an application or the issuing of a right-of-way permit and which facilitate processing, monitoring or termination of such are charged against the individual project.

Base Program

This activity accomplishes the workload associated with granting rights-of-way, including preliminary analyses, environmental analyses and impact statements, permit issuance, and compliance monitoring.

Upon receipt of an application for a right-of-way, BLM furnishes the applicant with an estimate of the costs of processing the application up to the point of permit issuance or rejection. If the processing costs are estimated to be \$5,000 or over, the costs must be reimbursed by the applicant. Once a permit is issued, costs for monitoring of facility construction and supervising operation and maintenance functions are also reimbursable (where the nature of the project warrants it). Smaller rights-of-way processing costs are borne by BLM and are charged to energy-related realty in the Management of Lands and Resources appropriation. A non-returnable fee is charged for all rights-of-way based on acreage and/or length of rights-of-way.

<u>Rights-of-Way Applications Processed</u>	<u>Actual FY 1981</u>	<u>Estimated FY 1982</u>	<u>Estimated FY 1983</u>
Transmission Lines	48	45	45
Pipelines			
-Oil (includes Trans Alaska Pipeline Surveillance)	11	13	13
-Gas (ANGTS) Alaska Natural Gas Transportation Systems	26	21	21
- Water	1	1	1
- CO ₂	1	1	1
Railroads	2	1	1
Powerplants	10	9	9
- Coal gasification plant	1	2	2
- Coal liquidification plant		1	1
- Natural gas plant		1	1
Coal slurry lines	1	1	1
Other (e.g., aerial tramways and wind plants)	<u>4</u>	<u>4</u>	<u>4</u>
Total	105	100	100

Increase for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	7,920	8,000	+80
(FTE-T)	(112)	(112)	(--)

The \$80,000 increase is based on an estimated increase in processing and monitoring activities in support of major energy facility projects.

Object Classification Distribution

The object class detail for the \$80,000 increase is as follows:

Other services	\$80,000
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Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures

Activity: 2. Adopt-a-Horse Program

(Dollar Amounts in Thousands)

<u>Program Elements</u>	1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
-----------------------------	---------------------------------------	--------------------	------------------------	----------------------------

Adopt-a-Horse

Program

\$
(FTE-T)

864
(--)

864
(--)

1,150
(--)

+ 286
(--)

Authorization

43 U.S.C. 1734-35,
1764
90 Stat. 2778
P.L. 94-579

The Federal Land Policy and Management Act of 1976 authorizes collection of service charges, performance bonds, damage collections, and deposits to finance the costs of certain activities.

16 U.S.C. 1331-
1340
P.L. 92-195

The Wild Free-Roaming Horse and Burro Act of 1971 authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the government.

42 U.S.C. 4321
(4331-4335,
4341-4347)
P.L. 91-190

The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that will have a significant effect on the environment.

43 U.S.C. 1901
92 Stat. 1803
P.L. 95-514

The Public Rangelands Improvement Act of 1978 facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

Objectives

The objectives of the Adopt-a-Horse Program are to provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements and to recover the associated transportation, veterinary, and animal maintenance costs from persons adopting the animals.

Base Program

Until January 2, 1982, variable fees were paid upon adoption of wild free-roaming horses and burros at various centers located across the country. After this date, a standard adoption fee was established to collect \$200 per horse and \$75 per burro, plus associated transportation costs. As a result of the increase in the fees, it is estimated that 5,760 animals will be placed for adoption. It is also estimated that an average fee of \$150 will be charged for each animal adopted. (5,760 x \$150 = \$864,000 - the current base estimate)

Increase for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	864	1,150	+286
(FTE-T)	(--)	(--)	(--)

With the increased adoption fee being required of adopters in 1983, it is estimated that the number of animals adopted will decrease to 5,200; and the collection of adoption fees will increase by \$286,000.

The FY 1983 estimate of \$1,150,000 includes:

Adoption fees plus transportation costs:

4,200 horses @ \$250 =	\$1,050,000
1,000 burros @ \$100 =	100,000
Total	<u>\$1,150,000</u>

Object Classification Distribution

The object class detail for the \$286,000 increase is as follows:

Other services	\$286,000
----------------	-----------

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: 3. Repair of Lands and Facilities

(Dollar Amounts in Thousands)

		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Total Activity					
Requirements	\$	816	816	850	+34
	(FTE-T)	(2)	(2)	(2)	(--)

Authorization

43 U.S.C. 1734-35,
1764
90 Stat. 2778
P.L. 94-579

The Federal Land Policy and Management Act of 1976 authorizes collection of service charges, performance bonds, damage collections, and deposits to finance the costs of certain activities.

42 U.S.C. 4321
(4331-4335,
4341-4347)
P.L. 91-190

The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that will have a significant effect on the environment.

Objectives

The objectives of this activity are to rehabilitate lands damaged by users who do not fulfill the requirements of contracts or permits for which performance bonds have been posted and to process mineral interest conveyances.

Base Program

The Federal Land Policy and Management Act of 1976 authorizes the collection of deposits and performance bonds from resource developers, purchasers, or permittees. It further authorizes the use of funds to provide rehabilitation made necessary by actions of those users. This activity also includes the collection of advance payments to cover administrative expenses associated with the conveyance of Federally-owned mineral interests.

A total of \$816,000 is estimated for Fiscal Year 1982. Of this amount, \$813,000 will be used to correct damage to public lands and facilities, and \$3,000 will be used for administrative costs of mineral interest conveyances. The Fiscal Year 1983 estimate is \$850,000. Repair of public lands and facilities will be increased to \$847,000 while mineral interest conveyances will remain at \$3,000.

Increase for FY 1983

	<u>1983 Base</u>	<u>1983 Estimate</u>	<u>Increase</u>
\$	816	850	+34
(FTE-T)	(2)	(2)	(--)

The \$34,000 increase is due to a small increase in forfeited bonds and deposits received to correct damage to public lands.

Object Classification Distribution

The object class detail for the \$34,000 increase is as follows:

Other services	\$34,000
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Bureau of Land Management
Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Service Charges, Deposits and Forfeitures	1983 Base		1983 Estimate		Inc. (+) or Dec. (-)	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
<u>Object Class:</u>						
11. Personnel compensation:						
11.1 Permanent positions - FTE-P	87	2,886	87	2,886	--	--
11.3 Positions other than permanent	27	482	27	482	--	--
11.5 Other personnel compensation	--	45	--	45	--	--
Total personnel compensation	114	3,413	114	3,413	--	--
12.1 Personnel Benefits		440		440		--
21.0 Travel and transportation of persons		287		287		--
22.0 Transportation of things		415		415		--
24.0 Printing and reproduction		500		500		--
25.0 Other services		4,365		4,765		+400
26.0 Supplies and materials		160		160		--
31.0 Equipment		20		20		--
32.0 Lands and structures		--		--		--
Total requirements		9,600		10,000		+400

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SERVICE CHARGES, DEPOSITS, AND FORFEITURES

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701); and sections 101 and 203 of Public Law 93-153, to be immediately available until expended.

(Public Law 97-100, making appropriations for the Department of the Interior and related agencies, 1982.)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

14-5017-0-2-302	1981 Actual	1982 Estimate	1983 Estimate
Program by activities:			
1. Rights-of-way processing.....	5,147	7,920	8,000
2. Adopt-a-horse.....	613	864	1,150
3. Repair of lands and facilities.	63	816	850
Total program costs, funded.....	5,823	9,600	10,000
Change in selected resources (un- delivered orders).....	242	---	---
10.0001 Total obligations.....	6,065	9,600	10,000
Financing:			
21.4001 Unobligated balance available, start of year.....	-69	-2,300	-2,300
24.4001 Unobligated balance available, end of year.....	2,300	2,300	2,300
40.0001 Budget authority (appropriation) (indefinite, special fund).....	8,296	9,600	10,000
Relation of obligations to outlays:			
71.0001 Obligations incurred, net.....	6,065	9,600	10,000
72.4001 Obligated balance, start of year.....	911	1,149	1,249
74.4001 Obligated balance, end of year..	-1,149	-1,249	-1,249
90.0001 Outlays.....	5,828	9,500	9,500

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

14-5017-0-2-302	1981 Actual	1982 Estimated	1983 Estimated
Personnel compensation:			
11.101 Full-time permanent.....	2,754	2,886	2,886
11.301 Other than full-time permanent.	492	482	482
11.501 Other personnel compensation...	70	45	45
11.801 Special personnel services payments.....	11	---	---
11.901 Total personnel compensation...	3,327	3,413	3,413
Personnel benefits:			
12.101 Civilian	491	440	440
21.001 Travel and transportation of persons	287	287	287
22.001 Transportation of things.....	236	415	415
23.101 Standard level user charges....	71	---	---
24.001 Printing and reproduction	266	500	500
25.001 Other services	1,239	4,365	4,765
26.001 Supplies and materials	138	160	160
31.001 Equipment	8	20	20
32.001 Lands and structures	2	---	---
99.901 Total obligations	6,065	9,600	10,000

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

14-5017-0-2-302	1981 Actual	1982 Estimated	1983 Estimated
Direct:			
Total number of full-time permanent positions	93	93	93
Total compensable workyears:			
Full-time equivalent employment	122	114	114
Full-time equivalent of over-time and holiday hours	3	2	2
Average GS grade	9.58	9.58	9.58
Average GS salary	\$23,954	\$25,104	\$25,104

MISC. PERMANENT
APPROPRIATIONS

Appropriation Summary Statement

Appropriation: Miscellaneous Permanent Appropriations

This appropriation describes the various permanent appropriations made by law that require the payment to states, counties and other designated recipients of a specified share of the various receipts collected by BLM from the sale, lease, or use of public lands and surface or mineral resources. These funds are paid to specified states and counties, in accordance with various laws that specify the types and percentages of the receipts to be shared, and, in some cases, how the states and counties must use these funds.

Also included is the permanent appropriation of funds collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. This requirement is normally applicable to roads subject to heavy, continuous use, or involving several users at a time, such as mainline timber access roads in western Oregon. The funds are permanently appropriated by statute and, therefore, do not require an annual appropriation.

The following activities are included within the total appropriation:

1. Leasing of grazing lands.
2. Payments to Oklahoma, royalties.
3. Payments to Coos and Douglas Counties, Oregon, receipts from Coos Bay Wagon Road grant lands.
4. Payments to counties, Oregon and California grant lands.
5. Payments to states (proceeds of sales).
6. Payments to states from grazing receipts, etc., public land outside grazing districts.
7. Payments to states from grazing, receipts, etc., public lands within grazing districts.
8. Payments to states from grazing receipts, etc., public lands within grazing districts, miscellaneous.
9. Payments to states from receipts under the Mineral Leasing Act.
10. Payments to counties, national grasslands.
11. Expenses, road maintenance deposits.

Summary of Requirements
(dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations

Summary of adjustments to base and built-in changes:						
	1981 Actual		1982 Approp. Enacted		1983 Base	
	Amount		To Date 1/ Amount		1983 Estimate 1/ Amount	Inc. (+) or Dec. (-) Over 1983 Base Amount
Appropriation enacted to date, 1982.....					FTE-T ---	Amount \$596,699
Adjustment to base and built-in changes.....					---	---
1983 base.....					---	\$596,699
Comparison by activities:						
1. Leasing of grazing lands...	--	2	2	2	2	--
2. Payments to Oklahoma (royalties).....	11	8	8	8	8	--
3. Payments to Coos and Douglas Counties, Oregon, Coos Bay Wagon Road grant lands...	851	500	500	500	504	+4
4. Payments to counties, Oregon and California grant lands.....	97,607	96,956	96,956	96,956	110,000	+13,044
5. Payments to States (proceeds of sales).....	804	892	892	892	908	+16
6. Payments to States from grazing receipts, etc., public lands outside of grazing districts.....	2,028	1,705	1,705	1,705	1,350	-355
7. Payments to States from grazing receipts, etc., public lands within grazing districts.....	2,856	2,575	2,575	2,575	2,113	-462
8. Payments to States from grazing receipts, etc., public lands within grazing districts miscellaneous.....	6	0	0	0	0	--
9. Payments to States from receipts under Minerals Leasing Act.....	311,427	490,468	490,468	490,468	640,955	+150,487
10. Payments to counties, National grasslands.....	664	593	593	593	621	+28
11. Expenses, road maintenance deposits.....	6,315	3,000	3,000	3,000	4,000	+1,000
Total Requirements....	442,569	596,699	596,699	596,699	760,461	+163,762

1/ Estimates of the appropriations are, in part, based upon anticipated receipts and collections; some may vary from the estimate depending upon actual receipts or collections received.

Justification of Program and Performance

Activity: 1. Leasing of Grazing Lands

(Dollar Amounts in Thousands)

		1982 Approp. Enacted <u>To Date</u>	<u>FY 1983</u> <u>Base</u>	<u>FY 1983</u> <u>Estimate</u>	Inc. (+) or Dec. (-)
Total Activity	\$	2	2	2	--
Requirements	(FTE-T)	(--)	(--)	(--)	--

In accordance with 43 U.S.C. 315m, state, county and privately-owned grazing lands that are intermingled with public grazing lands are managed on a leased basis within the limits of receipts from such arrangements. The estimate of \$2,000 for FY 1983 is the same as the FY 1982 level.

Activity: 2. Payments to Oklahoma (royalties)

(Dollar Amounts in Thousands)

		1982 Approp. . Enacted <u>To Date</u>	<u>FY 1983</u> <u>Base</u>	<u>FY 1983</u> <u>Estimate</u>	Inc. (+) or Dec. (-)
Total Activity	\$	8	8	8	--
Requirements	(FTE-T)	(--)	(--)	(--)	--

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37 1/2 per cent of the Red River oil and gas royalties in lieu of state and local taxes in Kiowa, Comanche and Apache Tribal lands. These lands are to be used for construction and maintenance of public roads and support of public schools. The estimate of \$8,000 for FY 1983 is the same as the FY 1982 level.

Activity: 3. Payments to Coos and Douglas Counties, Oregon,
for Coos Bay Wagon Road Grant Lands

(Dollar Amounts in Thousands)

		1982 Approp. Enacted To Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Total Activity	\$	500	500	504	+4
Requirements	(FTE-T)	(--)	(--)	(--)	--

In accordance with 54 Stat. 753-754, out of receipts from the Coos Bay Wagon Road Grant Lands in Oregon, payments in lieu of taxes are made to Coos and Douglas counties, Oregon. These payments are used for schools, roads, highways, bridges, and port districts and are paid at the same ad valorem tax rate as private lands.

Increase for FY 1983

It is estimated that payments to Coos and Douglas counties will increase by \$4,000 because of an estimated increase in the local valuation of taxable properties.

Activity: 4. Payments to Counties, Oregon and California (O&C) Grant Lands

(Dollar Amounts in Thousands)

		1982 Approp. Enacted To Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Total Activity	\$	96,956	96,956	110,000	+13,044
Requirements	(FTE-T)	(--)	(--)	(--)	--

In accordance with 39 Stat. 218 and 50 Stat. 876, as modified by annual Interior and Related Agencies Appropriations Acts (O&C Grant Land Fund), 50 percent of the receipts from the sale of timber and other Oregon and California grant lands are paid to the eighteen counties in which the lands are situated, to be used as other county funds. Receipts are paid semi-annually from receipts collected during the previous fiscal year.

Increase for FY 1983

It is estimated that payments to Oregon counties will increase by \$13,044,000 in FY 1983 because of increased FY 1982 receipts from O&C Grant Lands resource activities.

Activity: 5. Payments to States (proceeds of sales)

(Dollar Amounts in Thousands)

		1982 Approp. Enacted <u>To Date</u>	FY 1983 <u>Base</u>	FY 1983 <u>Estimate</u>	Inc. (+) or Dec. (-)
Total Activity	\$	892	892	908	+16
Requirements	(FTE-T)	(--)	(--)	(--)	--

In accordance with 31 U.S.C. 711, the states are paid 5 percent of the net proceeds or 4 percent of gross proceeds from the sale of public land and public land products within the states.

Increase for FY 1983

It is estimated that these payments to states will increase by \$16,000 due to increased FY 1982 receipts from the sale of public land and public land products.

**Activity: 6. Payments to States from Grazing Receipts, etc.,
public lands outside grazing districts**

(Dollar Amounts in Thousands)

		1982 Approp. Enacted <u>To Date</u>	FY 1983 <u>Base</u>	FY 1983 <u>Estimate</u>	Inc. (+) or Dec. (-)
Total Activity	\$	1,705	1,705	1,350	-355
Requirements	(FTE-T)	(--)	(--)	(--)	--

In accordance with 43 U.S.C. 315i and 315m, the states are paid 50 percent of the grazing fee receipts derived from public lands outside of organized grazing districts. Payments are made in the fiscal year following the year in which they are collected.

Decrease for FY 1983

It is estimated that payments to states will decrease by \$355,000 because of decreased FY 1982 grazing fee receipts as a result of a lower grazing fee for the 1982 grazing year.

Activity: 7. Payments to States from Grazing Receipts, etc.,
public lands within grazing districts

(Dollar Amounts in Thousands)

		1982 Approp. Enacted To Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Total Activity	\$	2,575	2,575	2,113	-462
Requirements	(FTE-T)	(--)	(--)	(--)	--

In accordance with 43 U.S.C. 315b and 315i, the states are paid 12 1/2 percent of grazing fee receipts from lands within organized grazing district boundaries.

Decrease for FY 1983

It is estimated that payments to states will be decreased by \$462,000 due to decreased FY 1982 grazing fee receipts from public lands within grazing districts.

Activity: 8. Payments to States from Grazing Receipts, etc.,
public lands within grazing districts, miscellaneous

(Dollar Amounts in Thousands)

		1982 Approp. Enacted To Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Total Activity	\$	--	--	--	--
Requirements	(FTE-T)	(--)	(--)	(--)	--

In accordance with 30 U.S.C. 315, the states are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis. The estimate for FY 1983 anticipates no payments in FY 1982 or FY 1983. The last year in which payments were made was FY 1981.

Activity: 9. Payments to States from Receipts under Mineral Leasing Act

(Dollar Amounts in Thousands)

		1982 Approp. Enacted To Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Total Activity	\$	490,468	490,468	640,955	+150,487
Requirements	(FTE-T)	(--)	(--)	(--)	--

In accordance with 30 U.S.C. 191, all states (except Alaska) are paid 50 percent of the receipts from bonuses, royalties, and rentals resulting from the leasing of mineral resources under the Act on both public domain and acquired lands and, in accordance with 30 U.S.C. 285, from leases of potash deposits on public lands. Alaska is paid 90 percent of the receipts from leasing outside of the National Petroleum Reserve - Alaska (NPR-A) and 50 percent within NPR-A. Payments are made semi-annually.

Increase for FY 1983

Payments to states are estimated to increase by \$150,487,000 from increased Mineral Leasing receipts in the last half of FY 1982 and the first half of FY 1983. The increased receipts are attributable to both expanded leasing of Federal oil and gas, geothermal, and coal, and to expected higher prices and values paid for these resources.

Activity: 10. Payments to Counties, National Grasslands

(Dollar Amounts in Thousands)

		1982 Approp. Enacted to Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Total Activity	\$	593	593	621	+28
Requirements	(FTE-T)	(--)	(--)	(--)	--

In accordance with 7 U.S.C. 1012, of the revenues received from the use of national grasslands, 25 percent is paid to the counties in which such land is situated to be used for school and road purposes.

Increase for FY 1983

It is estimated that payments to counties will increase by \$28,000 from increased receipts.

Activity: 11. Road Maintenance Deposits

(Dollar Amounts in Thousands)

		1982 Approp. Enacted <u>To Date</u>	FY 1983 <u>Base</u>	FY 1983 <u>Estimate</u>	Inc. (+) or Dec. (-)
Total Activity	\$	3,000	3,000	4,000	+1,000
Requirements	(FTE-T)	(--)	(--)	(--)	--

Public Law 94-579, the Federal Land Policy and Management Act of 1976, (43 U.S.C. 1748), provides for the permanent appropriation of money collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. This fee is normally applicable to roads subject to heavy, continuous use involving several users at a time such as mainline timber access roads in western Oregon. Monies collected on Oregon and California grant lands are available for those lands only (43 U.S.C. 1701 et. seq.), excluding \$150,000 which is provided for administrative expenses.

Increase for FY 1983

It is estimated that funds available under this activity will increase by \$1,000,000 because of increased road usage. The funds are used to maintain and repair these roads.

Bureau of Land Management
Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Miscellaneous Permanent Appropriations		1983 Base		1983 Estimate		Inc. (+) or Dec. (-)	
Object Class		FTE	Amount	FTE	Amount	FTE	Amount
25.0	Other services.....	---	3,002	---	4,002	---	+1,000
41.0	Grants, subsidies, and	---	593,697	---	756,459	---	+162,762
	contributions.....	---	596,699	---	760,461	---	+163,762
	Total requirements.....						

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

14-9921-0-2-999	1981 Actual	1982 Estimate	1983 Estimate
<u>Program by activities:</u>			
1. Leasing of grazing lands.....	---	2	2
2. Payments to Oklahoma (royalties)	11	8	8
3. Payments to Coos and Douglas Counties, Oregon, from receipts Coos Bay Wagon Road grant lands	851	500	504
4. Payments to counties, Oregon and California grant lands.....	97,607	96,956	110,000
5. Payments to States (proceeds of sales).....	804	892	908
6. Payments to States from grazing receipts, etc., public lands outside grazing districts.....	2,028	1,705	1,350
7. Payments to States from grazing receipts, etc., public lands within districts.....	2,856	2,575	2,113
8. Payments to States from grazing receipts, etc., public lands within grazing districts miscellaneous.....	6	---	---
9. Payments to States from receipts under Mineral Leasing Act.....	331,427	490,468	640,955
10. Payments to counties, national grasslands.....	664	593	621
11. Expenses, road maintenance deposits.....	6,315	3,000	4,000
10.00 Total obligations.....	442,569	596,699	760,461
<u>Financing:</u>			
17.00 Recovery of prior year obligations	-2,547	---	---
21.40 Unobligated balance available, start of year.....	-58	-102	-102
24.40 Unobligated balance available, end of year.....	102	102	102
60.00 <u>Budget authority (appropriation)</u> (permanent, indefinite, special fund).....	440,066	596,699	760,461

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (cont'd.)

14-9921-0-2-999	1981 Actual	1982 Estimate	1983 Estimate
Budget authority is distributed as follows:			
Leasing of grazing lands (receipt limitations).....	1	2	2
Payments to Oklahoma (royalties)....	11	8	8
Payments to Coos and Douglas Counties, Oregon, from receipts Coos Bay Wagon Road grant lands.....	851	500	504
Payments to counties, Oregon and California grant lands.....	97,607	96,956	110,000
Payments to States (proceeds of sales) (receipt limitations).....	804	892	908
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	2,028	1,705	1,350
Payments to States from grazing receipts, etc., public lands within grazing districts.....	2,856	2,575	2,113
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	6	---	---
Payments to States from receipts under Mineral Leasing Act.....	331,427	490,468	640,955
Payments to counties, national grass-lands.....	664	593	621
Expenses, road maintenance deposits.	3,811	3,000	4,000

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (cont'd.)

14-9921-0-2-999	1981 Actual	1982 Estimate	1983 Estimate
<u>Distribution of outlays by account:</u>			
Leasing of grazing lands (receipt limitations).....	---	2	2
Payments to Oklahoma (royalties)....	11	8	8
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	851	500	504
Payments to counties, Oregon and California grant lands.....	97,607	96,956	110,000
Payments to States (proceeds of sales) (receipt limitations).....	874	892	908
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,740	1,705	1,350
Payments to States from grazing receipts, etc., public lands within grazing districts.....	2,496	2,575	2,113
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	6	---	---
Payments to States from receipts under Mineral Leasing Act.....	331,427	490,468	640,955
Payments to counties, national grasslands.....	664	593	621
Expenses, road maintenance deposits.	3,296	3,000	4,000

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

14-9921-0-2-999	1981 Actual	1982 Estimate	1983 Estimate
Personnel compensation:			
11.101 Full-time permanent.....	3	---	---
11.301 Other than full-time permanent	12	---	---
11.901 Total personnel compensation..	15	---	---
12.101 Personnel benefits: Civilian.	2	---	---
21.101 Travel and transportation of persons.....	1	---	---
22.001 Transportation of things.....	4	---	---
25.001 Other services.....	6,293	3,002	4,002
41.001 Grants, subsidies, and contributions.....	436,254	593,697	756,459
99.901 Total obligations.....	442,569	596,699	760,461

Appropriation Summary Statement

Appropriation: Miscellaneous Trust Funds

This appropriation includes two trust accounts.

Land and Resource Management Fund - Monies in this trust fund are derived from administrative and survey costs paid by applicants for conveyance of lands omitted in original surveys, advances for other types of surveys and conveyances requested by individuals, and contributions for conservation practices, acquisition, protection and other purposes.

Trustee Funds, Alaska Townsites - Monies in this fund are derived from the sale of Alaska town lots and are available for the expenses of sale and maintenance of townsites.

Of the \$700,000 in budget authority proposed for FY 1983, \$600,000 will become available through indefinite permanent appropriations which do not require Congressional approval; and \$100,000 will become available through indefinite current appropriations. The latter amount covers donations received for surveys of unsurveyed islands and omitted lands, administrative costs of conveyance, and gifts and donations under Section 307(c) of FLPMA.

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

"Miscellaneous Trust Funds"

Addition: "to remain available until expended"

The purpose of the addition is to conform the appropriations language with the intent of the authorizing legislation (43 U.S.C. 1737(c)) which reads in part: "Moneys received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended,...". Since contributions are generally made by a person or a non-Government organization for the specific purpose of accomplishing a particular project or for completing a specific job without regard to time of year or concern by the contributor about the beginning or ending of the fiscal year, it is important that the contribution amounts remain available until expended. Also, since contributions in excess of actual amounts needed to perform the work are refunded to the contributor, it is necessary that such funds do not cease to be available at the end of a fiscal year or unintentionally revert to the miscellaneous funds of the Treasury.

Appropriation: Miscellaneous Trust Funds

Summary of adjustments to base and built-in changes:

1982 Appropriation Enacted to Date	19	700
Adjustment to base and built-in changes	--	--
1983 Base	19	700

Comparison by activities:

Comparison by activities:		1981 Actual		Appropriation Enacted to Date		1983 Base		1983 Estimate		Inc.(+) or Dec.(-) Over 1983 Base	
		FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
1.	Land and resource management trust fund	18	1,067	19	699	19	699	19	699	--	--
2.	Trustee funds, Alaska townsites	--	1	--	1	--	1	--	1	--	--
Total Requirements		18	1,068	19	700	19	700	19	700	--	--
Current Appropriation (Indefinite)			(100)		(100)		(100)		(100)		(--)
Permanent Appropriation (Indefinite)			(968)		(600)		(600)		(600)		(--)

Justification of Program and Performance

Activity: Trustee Fund, Alaska Townsites

(Dollar amount in thousands)

		1982 Approp. Enacted <u>To Date</u>	FY 1983 <u>Base</u>	FY 1983 <u>Estimate</u>	Inc. (+) or <u>Dec. (-)</u>
Total Requirements	\$	1	1	1	--
	(FTE-T)	(--)	(--)	(--)	--

Authorization

31 U.S.C. 725s

This act provides that all monies accruing in this fund are to be appropriated and distributed in compliance with the terms of the trust.

Objective

This activity will provide for the expenses of maintenance and sale of Alaska townsites, as provided by law. The activity is financed from the sale of town lots.

Justification of Program and Performance

Activity: Lands and Resource Management Trust Funds

(Dollar Amount in Thousands)

		1982 Approp. Enacted To Date	FY 1983 Base	FY 1983 Estimate	Inc. (+) or Dec. (-)
Total Activity	\$	699	699	699	--
Requirements	(FTE-T)	(19)	(19)	(19)	(--)

Authorization

43 U.S.C. 1721
P.L. 94-579

The Federal Land Policy and Management Act of 1976, Section 307(c) (43 U.S.C. 1737(c)) authorizes the Secretary to accept contributions or donations of money, services, and property for the management, protection, development, acquisition and conveyance of public lands, including the acquisition of rights-of-way. It also provides that he may accept contributions for cadastral surveying performed on Federally-controlled or intermingled lands. Monies received are credited to a separate account in the Treasury, authorized to be appropriated and available until expended. Refunds to contributors are authorized in specific instances where their contribution exceeded their share of the cost; and Section 211 (43 U.S.C. 1721) provides that a recipient state or locality of omitted lands may donate money or services necessary to perform cadastral survey prior to conveyance.

31 U.S.C. 711

31 U.S.C. 711 provides that refunds of excess monies from deposits for surveying public lands are permanently appropriated.

43 U.S.C. 315h
P.L. 73-482

The Taylor Grazing Act of 1934, Section 9, as amended (43 U.S.C. 315h), empowers the Secretary to accept contributions toward the administration, protection and improvement of public lands, covered into a special account in the Treasury, and makes these permanent appropriations available until expended.

Objectives

To provide public services such as cadastral surveys, conservation practices, and acquisition and protection of resources. These activities are financed by gifts and contributions.

Base Program

This program provides for reimbursed surveys and various activities to enhance and protect natural resources and wildlife habitats. No change in the program level or in the objectives of the activity is expected in FY 1983. A total of \$35,000 of this program is earmarked for administrative expenses.

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Miscellaneous Trust Funds	Object Class	1983 Base		1983 Estimate		Inc. (+) or Dec. (-)	
		FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:							
11.1 Full-time permanent - FTE-P		3	112	3	112	---	---
11.3 Other than full-time permanent.....		16	190	16	190	---	---
11.5 Other personnel compensation.....		---	10	---	10	---	---
Total personnel compensation..		19	312	19	312	---	---
12.1 Personnel benefits.....		---	31	---	31	---	---
21.0 Travel and transportation of persons.....		---	27	---	27	---	---
22.0 Transportation of things.		---	13	---	14	---	+1
25.0 Other services.....		---	77	---	80	---	+3
26.0 Supplies and materials		---	130	---	126	---	-4
31.0 Equipment.....		---	10	---	10	---	---
32.0 Lands and structures....		---	100	---	100	---	---
Total requirements.....		---	700	---	700	---	---

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act to remain available until expended.

(43 U.S.C. 315, 315h, 759, 761, 775, 887; 74 Stat. 506; 31 U.S.C. 711, 725s; 48 Stat. 1224-36; Public Law 97-100, making appropriations for the Department of the Interior and related agencies, 1982.)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS

Amounts Available for Appropriation (in thousands of dollars)

14-9971-0-7-302	1981 Actual	1982 Estimate	1983 Estimate
Unappropriated balance, start of year...	---	---	---
Receipts (net): Authorized.....	<u>1,068</u>	<u>700</u>	<u>700</u>
Total available for appropriation....	1,068	700	700
Appropriation.....	-1,068	-700	-700
Unobligated balance returned to unappropriated collections.....	---	---	---
Unappropriated balance, end of year..	---	---	---

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

14-9971-0-7-302	1981 Actual	1982 Estimate	1983 Estimate
<u>Program by activities:</u>			
1. Land and resource management trust fund.....	2,170	699	699
2. Trustee funds, Alaska townsites..	1	1	1
Total program costs, funded.....	2,171	700	700
Change in selected resources (undelivered orders).....	65	---	---
10.0001 Total obligations.....	2,236	700	700
<u>Financing:</u>			
21.4001 Unobligated balance available, start of year.....	-1,343	-175	-175
24.4001 Unobligated balance available, end of year.....	175	175	175
39.0001 <u>Budget authority</u>	1,068	700	700
<u>Budget authority:</u>			
Current:			
40.0001 Appropriation (indefinite).....	100	100	100
Permanent:			
60.0001 Appropriation (indefinite).....	968	600	600
<u>Distribution of budget authority by account:</u>			
Land and resource management trust fund.....	1,067	699	699
Trustee funds, Alaska townsites.....	1	1	1

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS (cont.)
Program and Financing (in thousands of dollars)

14-9971-0-7-302	1981 Actual	1982 Estimate	1983 Estimate
<u>Relation of obligations to outlays:</u>			
71.0001 Obligations incurred, net.....	2,236	700	700
72.4001 Obligated balance, start of year	154	1,279	1,279
74.4001 Obligated balance, end of year..	-1,279	-1,279	-1,279
90.0001 Outlays.....	1,111	700	700
<u>Distribution of outlays by account:</u>			
Land and resource management trust fund.....	1,111	699	699
Trustee funds, Alaska townsites.....	---	1	1

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS
Object Classification (in thousands of dollars)

14-9971-0-7-302	1981 Actual	1982 Estimate	1983 Estimate
Personnel compensation:			
11.101 Full-time permanent.....	162	112	112
11.301 Other than full-time permanent...	179	190	190
11.501 Other personnel compensation.....	<u>32</u>	<u>10</u>	<u>10</u>
11.901 Total personnel compensation.....	373	312	312
Personnel benefits:			
12.101 Civilian.....	41	31	31
21.001 Travel and transportation of persons.....	27	27	27
22.001 Transportation of things.....	67	13	14
23.201 Communities, utilities, and other rents.....	24	77	80
25.001 Other services.....	1,311	--	--
26.001 Supplies and materials.....	301	130	126
31.001 Equipment.....	14	10	10
32.001 Lands and structures.....	<u>78</u>	<u>100</u>	<u>100</u>
99.901 Total obligations.....	2,236	700	700

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

TRUST FUNDS
Personnel Summary

14-9971-0-7-302	1981 Actual	1982 Estimate	1983 Estimate
Direct:			
Total number of full-time permanent positions	3	3	3
Total compensable workyears:			
Full-time equivalent employment	18	19	19
Full-time equivalent of over-time and holiday hours	1	1	1
Average GS grade	9.58	9.58	9.58
Average GS salary	\$ 23,954	\$ 25,104	\$ 25,104

FY 1983
Justification of Need for Consulting Service

Bureau of Land Management

(Dollar Amounts in Thousands)

Appropriation: Management of Lands & Resources
(14-1109-0-1-302)

Subactivity/Program

Energy and Minerals Management

Description of Need

\$5

Provides for obtaining on a short-term basis expert advice not available within the Department or other agencies of the Federal government for analysis of priority minerals policy issues, industry economics and technical aspects of mining engineering or geology.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

ADMINISTRATIVE PROVISIONS

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures, insurance on official motor vehicles, aircraft, and boats operated by the Bureau of Land Management in Canada; and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; \$10,000 for payment, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the United States Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities, authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed \$10,000: Provided, That appropriations herein made for the Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": Provided further, That appropriations herein made may be expended on a reimbursable basis for (1) surveys of lands other than those under the jurisdiction of the Bureau of Land Management, and (2) protection of lands for the State of Alaska: Provided further, That the Secretary of the Interior shall develop criteria for extending, on a case-by-case basis, the period allowed for phased livestock reductions on public rangelands administered through the Bureau of Land Management up to five years. Such criteria shall take into account available agricultural assistance programs, the magnitude of projected livestock reductions, alternative pasturage available, and ability of such public rangelands to sustain such phasing in of livestock reductions without damage to rangeland productivity: Provided further, That an appeal of any reductions in grazing allotments on public rangelands must be taken within 30 days after receipt of a final grazing allotment decision or 90 days after the effective date of this Act in the case of reductions ordered during 1979, whichever occurs later. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within 2 years after the appeal is filed. [Provided further, That none of the funds provided in this Act to the Bureau of Land Management may be expended to determine suitability or nonsuitability for wilderness or for any wilderness study area designation as directed in 43 U.S.C. 1782 of the Federal Land Policy and Management Act of the lands withdrawn by the Executive Order numbered 3767 of December 19, 1922, to be used by the United States Department of Agriculture for a sheep experiment station]. (Public Law 97-100, making appropriations for the Department of the Interior and related agencies, 1982.)

BUREAU OF LAND MANAGEMENT

Consolidated Schedule of Permanent Positions Paid
from Funds Available to the Bureau of Land Management

	1981 Actual	1982 Estimate	1983 Estimate
Executive Level V	1	1	1
ES-4	12	12	12
ES-3	3	3	3
ES-1	<u>7</u>	<u>7</u>	<u>7</u>
Subtotal	<u>23</u>	<u>23</u>	<u>23</u>
GS/GM-15	65	65	65
GS/GM-14	180	180	180
GS/GM-13	480	485	485
GS-12	1,030	1,038	1,038
GS-11	1,430	1,440	1,440
GS-10	35	35	35
GS-9	878	893	893
GS-8	80	80	80
GS-7	660	670	670
GS-6	210	210	210
GS-5	565	572	572
GS-4	230	230	230
GS-3	40	40	40
GS-2	<u>10</u>	<u>10</u>	<u>10</u>
Subtotal	<u>5,893</u>	<u>5,948</u>	<u>5,948</u>
Ungraded	<u>125</u>	<u>125</u>	<u>125</u>
Total Permanent Positions	6,041	6,096	6,096
Unfilled Positions, End-of-Year	<u>-376</u>	<u>-352</u>	<u>-352</u>
Total Permanent Employment, End-of-Year	5,665	5,744	5,744

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